

Friday, March 2, 1956

LOK SABHA DEBATES

(Part I—Questions and Answers)

VOLUME I, 1956

(17th February to 15th March 1956) .



सत्यमेव जयते

TWELFTH SESSION, 1956

(Vol. I contains Nos. 1 to 20)

LOK SABHA SECRETARIAT
NEW DELHI.

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(Part I—Questions and Answers)

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LOK SABHA

Friday, 2nd March, 1956

The Lok Sabha met at Eleven of the Clock.

[MR. DEPUTY-SPEAKER in the Chair]

**ORAL ANSWERS TO
QUESTIONS**

EXCAVATIONS AT HADIYA IN PEPSU

***400. Shri Jhulan Sinha:** Will the Minister of Home Affairs be pleased to state:

(a) whether it is a fact that the Central Government have allocated a sum of Rs. 25,000 for excavations at Hadiya in PEPSU to find out the causes of the sinking of the town;

(b) the results of the excavations; and

(c) whether the sinking of the town still continues?

The Minister in the Ministry of Home Affairs (Shri Datar): (a) and (b). No. But certain excavations have been conducted by the State Government. The causes of the sinking of a portion of the town are attributed to the following factors :—

(i) Subsidence of a portion of the town situated on a mound formed by loosely filled earth covering an earlier habitation;

(ii) Existence of hollows in the form of hide-outs and cellars, which through age have collapsed;

(iii) Increase in humidity caused by recent floods and rise of the underground water which has decreased the bearing strength of the soil.

(c) It is understood that stray cases of cracking and sinking of houses still continue.

1—57 L. S.

Shri Jhulan Sinha: May I know if in view of the loss of some life there and the panic still prevailing in the town because of the sinking of the houses there, Government have considered the desirability of shifting the town to a more suitable place?

Shri Datar: The State Government are considering the desirability of shifting it to some other place; but so far as my information goes there is no loss of life.

Shri Jhulan Sinha: May I take the opportunity of reminding the hon. Minister that on the very floor of this House an answer was given to a question some time ago that two lives had already been lost.

Shri Datar: What I have said is subject to correction.

Shri P. C. Bose: May I know whether any boring operations have been undertaken by the Geological Survey of India to find out the extent of this condition of the underground there?

Shri Datar: The State Government are carrying on excavations, as I have said. I may point out to the hon. Member that this particular site is hardly 8 per cent of the total site of the town.

उत्तरप्रदेश में खनिजों की खोज

***४०१. श्री भागवत झा आजाद :** क्या प्राकृतिक संसाधन और वैज्ञानिक सर्वेचना मंत्री यह बताने की कृपा करेंगे कि :—

(क) क्या भारतीय भू-तत्वीय सर्वेक्षण विभाग उत्तर प्रदेश में खनिजों की खोज करने के काम में लगा हुआ है ;

(ख) क्या राज्य के पहाड़ी क्षेत्रों में खनिजों के निक्षेप जैसे कि तांबा आदि का पता लगा है ; और

(ग) यदि हां, तो किस स्थान पर और किस परिमाण में ?

प्राकृतिक संसाधन मंत्री (श्री के० डी० मालवीय) : (क) जी हां ।

(ख) तथा (ग). उपलब्ध जानकारी विवरण पत्र के रूप में सभापटल पर प्रस्तुत की जाती है [देखिये परिशिष्ट ३, अनुबन्ध सं १]

श्री भागवत झा आजाद : उत्तरप्रदेश में जो सर्वेक्षण किया गया है, यह सिर्फ उत्तरप्रदेश में ही किया गया है या यह किसी बृहत योजना का भाग है और पूरे देश भर में किया जा रहा है और यदि और कहीं किया जा रहा है तो किस भाग में किया जा रहा है ?

श्री के० डी० मालवीय : जी नहीं, ऐसे खनिज पदार्थों के लिए जहां जानकारी प्राप्त होती है, प्रारम्भिक तौर पर वहां इस तरह की कुछ खोजबीन कर ली जाती है । अलमोड़ा और गढ़वाला जिले में कुछ तो पहले हमें मालूम था वहां पर हमने कुछ और जानकारी हासिल भी की है और अब की कार्यक्रम में उसकी और ज्यादा तफसील में जांच पड़ताल करने का काम शामिल कर लिया है ।

श्री भागवत झा आजाद : यह जो तांबा और ग्लास उत्तरप्रदेश के सर्वेक्षण में पाया गया है, उसके बाद क्या आपका मंत्रालय स्वयं उसकी खुदाई का कार्य करना चाहता है या यह काम किसी अन्य व्यक्ति को देना चाहता है ? आपके कार्य का रूप क्या होगा ?

श्री के० डी० मालवीय : हमारे मंत्रालय का कार्य यह है कि हम ऐसे खनिज पदार्थों की खोजबीन करें और जब खोजबीन हो जाये तो उसको पत्र में प्रकाशित कर दें और अपने यहां के रेकार्ड में रख लें । अगर इसके बाद प्रादेशिक सरकार उस कार्य को करना चाहेगी या कोई प्राईवेट पार्टी उस काम को करना चाहेगी तो जितनी भी जानकारी हमारे पास होगी हम उसे दे देंगे ।

श्री एम० एल० द्विवेदी : मैं यह जानना चाहता हूं कि क्या सरकार ने इस बात का पता लगाया है कि जो तांबा यहां पाया जायगा, उसको खदान से खोद कर तांबे के रूप में परिवर्तित करने में कितना व्यय पड़ेगा और क्या यह एकोनामिक होगा ? तांबे के भलाबा और कौन कौन से खनिज पदार्थ मिले हैं ?

श्री के० डी० मालवीय : जहां तक तांबे का सम्बन्ध है, उसके है, उसके सम्बन्ध में कोई बहुत तफसील से जांच पड़ताल नहीं हुई है । अब के कार्यक्रम में हमने उस काम को शामिल कर लिया है । यह कहना अभी क्लब अब वक्त होगा कि उसका एकोनामिक एक्सप्लायटेशन हो सकता है या नहीं हो सकता है ।

श्री बी० डी० पांडे : क्या मैं जान सकता हूं कि यह सर्वे रिपोर्ट छप गई है या नहीं और इसे केन्द्रीय सरकार ने छपवाया है या प्रान्तीय सरकार ने छपवाया है ?

श्री के० डी० मालवीय : अभी नहीं छपी है । हमारी सरकार ने उसकी प्रारम्भिक रिपोर्ट तो छाप दी है और अब सर्वे हुआ है उसके अनुसार तफसीली अन्वेषण चल रहा है । जब पूरी तफसील के साथ जांच पड़ताल का काम पूरा हो जायेगा तब आगे भी रिपोर्ट प्रकाशित हो जायेगी ।

श्री बी० डी० पांडे : क्या उस रिपोर्ट की कापियों उपलब्ध हैं ?

श्री के० डी० मालवीय : जी हां उपलब्ध हैं ।

Shri B. S. Murthy: May I know the number of these units and whether all these units are in operation throughout the year?

Shri K. D. Malaviya: Which unit is the hon. Member referring to?

Shri B. S. Murthy: The mineral prospecting units. How many units are there?

Shri K. D. Malaviya: There are hundreds of prospecting and survey units in the country. I do not know which the hon. Member is referring to.

Shri Keshavaiah: May I know if it is a fact that the Government have decided.....

Mr. Deputy-Speaker: I think he is referring to Question No. 402. Is that so? Then he may put that question.

Shri Keshavaiah: I just wanted to put a question on this.

Mr. Deputy-Speaker: I called him to put the next question, Question No. 402. This relates to Uttar Pradesh. If it is about Dakshina Pradesh he may ask.

Shri Keshavaiengar: One important question, with your permission. May I know if it is a fact that the Government have decided to adopt a policy of nationalisation of the existing mines, for example, the gold mines of Mysore?

Mr. Deputy-Speaker: That does not arise out of this question.

Shri K. D. Malaviya: Thank you very much, Sir.

M.E.S. EMPLOYEES

***402. Shri Keshavaiengar:** Will the Minister of Defence be pleased to state:

(a) whether it is a fact that a Negotiating Machinery has been set up for settlement of industrial disputes between the civilian employees of the M.E.S. and Government;

(b) if so, whether it is functioning; and

(c) with what results?

The Deputy Minister of Defence (Sardar Majithia): (a) A Negotiating Machinery has been set up for the settlement of industrial disputes between civilian employees in the Defence installations and the Government, which include also civilian employees of M.E.S.

(b) Yes.

(c) It has in some cases facilitated the settlement of disputes by discussion.

Shri Keshavaiengar: In view of the fact that the points for decision in regard to the various employees are so many and the meetings are so few, and in order to facilitate and have an effective and more efficient way of

working this machinery, will the Government be pleased to meet the representatives of the M.E.S. employees independently?

Sardar Majithia: As and when the workers approach the Government for a negotiation, meetings are always held; and if we find that that does not meet with the requirement then we will certainly look into this question.

Shri Bhagwat Jha Azad: Is it a fact that the All India Defence Employees' Federation, which is the only union in the Defence Ministry, have complained that the meetings are so few and the agenda so large that it has not been possible for the Ministry to negotiate on all the issues? May I know how many meetings of the machinery have been held during 1955?

The Minister of Defence (Dr. Katju): Meetings were held whenever they became necessary, and whenever there are any questions to be discussed a meeting is arranged.

Shri Velayudhan: How many points of dispute relating to the M.E.S. employees represented by the Union were settled up to this time by this machinery.....

Dr. Katju: I want notice of the question.

Shri Velayudhan: How many of them are still pending and what are the important issues still pending.

Dr. Katju: I want notice.

CEILING ON INCOMES

***403. Shri Dabhi:** Will the Minister of Finance be pleased to refer to the reply given to Starred Question No. 136 on the 23rd November, 1955 and state when Government are likely to take a decision about fixing a ceiling on individual incomes in accordance with the recommendation of the Taxation Enquiry Commission?

The Deputy Minister of Finance (Shri B. R. Bhagat): Government have accepted in principle the desirability of reducing disparities in incomes and wealth, and appropriate fiscal and other measures have been, and will be, taken from time to time in pursuance of this objective. The question of announcing a decision on this subject by a specific date does not therefore arise.

Shri Dabhi: Could we know the approximate time by which a decision will be taken?

Shri B. R. Bhagat: There cannot be any single decision. It involves a totality of measures, fiscal or other positive measures, by which the disparity in incomes will be reduced, as in the last budget and in the number of nationalisation measures, Estate Duty, and all these things that are coming up. So it is going on from day to day.

Shri Bhagwat Jha Azad: Would Government tell us what would be the gap between an individual agriculturist after a ceiling is put on the land and an individual having non-agricultural income?

Shri B. R. Bhagat: It does not arise here; this would arise for the second Five Year Plan.

पंडित सी० एन० मालवीय : क्या मैं जान सकता हूँ अभी तक कौन कौन से मेजर्स पास किये जा चुके हैं और अगले साल में कम से कम कितने मेजर्स और लाये जाने वाले हैं ? क्या इस तरह के मेजर्स की कोई योजना तैयार है ?

Mr. Deputy-Speaker: The whole thing is being considered.

Pandit C. N. Malviya: The Deputy Minister said that some measures have been taken and some will be taken. I would like to know what measures have been taken and measures will be taken in the near future.

Shri B. R. Bhagat: The measures that have been taken are very well-known. Last year there was an increase in the rate of tax on personal income. This year also there is an increase in tax on higher incomes. Nationalisation of insurance is there and there are other positive measures, fiscal policy, Small Scale Industries and so on. All these measures are there. That is why I asked hon. Members to wait for the second Five Year Plan where all these details will be given.

Ch. Ranbir Singh: May I know whether it is a fact that the maximum of the agricultural income is lesser than the minimum income from other sources?

Shri B. R. Bhagat: I could not follow the question.

Mr. Deputy-Speaker: The question is whether any ceiling has been fixed, fixing the maximum agricultural income much below the minimum non-agricultural income?

Shri B. R. Bhagat: No such ceiling has been fixed.

ठाकुर युगल किशोर सिंह : क्या मैं जान सकता हूँ कि एक व्यक्ति की कम से कम और अधिक से अधिक आय क्या है ?

श्री बी० भार० भगत : एक व्यक्ति की आय नेशनल इनकम कमेटी की रिपोर्ट में मौजूद है ।

ठाकुर युगल किशोर सिंह : नेशनल इनकम या एंवरज इनकम नहीं, एक व्यक्ति की कम से कम इनकम ?

Shri Bhagwat Jha Azad: The hon. Minister has counted so many measures. When all these measures are implemented, may I know by how much the gap between agricultural income and non-agricultural income will be reduced and how much will still be left ?

Shri B. R. Bhagat: The question of relation between agricultural income and non-agricultural income has nothing to do with this. Both for the agricultural and non-agricultural sectors, the maximum should be fixed. That is more important.

Shri Dabhi: My question has not been answered. I want to know when actually the ceiling will be fixed.

Shri B. R. Bhagat: That is a very important question and it cannot be answered here like this. That can be done only when such important things as the Budget or the second Five Year Plan are taken up.

FORESTS IN ANDAMAN ISLANDS

***405. Shri Ibrahim:** Will the Minister of the Home Affairs be pleased to state:

(a) the total area under forest in the Andaman and Nicobar Islands;

(b) whether Government propose to make any further clearance of the forest area for the benefit of future settlers; and

(c) the capacity of these islands for colonisation?

The Minister in the Ministry of Home Affairs (Shri Datar): (a) Andaman Islands 2,363 square miles; Nicobar Islands 529.6 square miles.

(b) Yes.

(c) 4000 families.

Shri Ibrahim: May I know the total number of families who will be provided with lands?

Shri Datar: They are mostly from East Pakistan. So far as the total number is concerned, up till now 1,020 families have been settled. We hope to settle about 600 more. That would bring the total to 1,600 families.

Shri Ibrahim: May I know the amount spent so far for the development of the lands and the sum allotted in the second Five Year Plan?

Shri Datar: I have not got those figures here.

Shri Krishnacharya Joshi: May I know what is the total revenue from the forests in Andamans?

Shri Datar: The total revenue from the forests is Rs. 92.80 lakhs.

Shri S. C. Samanta: May I know the areas where clearances of forests are proposed?

Shri Datar: In the north and middle areas.

Shri Velayudhan: May I know whether many settlers who have gone there from Travancore-Cochin or other parts of South India are anxious to come back, because of the difficult conditions due to malaria, etc.? May I know whether any application has come to the Home Ministry at all?

Shri Datar: I may point out to the hon. Member that the Travancore-Cochin people were anxious to go there. A number of families have gone; that is the reason why we have made a departure in their case.

Shri Velayudhan rose—

Mr. Deputy-Speaker: I cannot allow hundreds of questions by the same Member, Mr. Nambiar.

Shri Nambiar: May I know whether there is any demand for increase in the land allotted to the settlers in view of the fact that the number of family members has increased in the case of those who went there earlier?

Shri Datar: I have already pointed out that the Government of India propose to give to each family 5 acres for agricultural purposes and 5 acres for other purposes.

हिन्दी टाइपराइटर्स का प्रमापीकरण

***४०६. श्री भक्त दर्शन :** क्या शिक्षा मंत्री यह बताने की कृपा करेंगे कि :

(क) हिन्दी टाइपराइटर्स के की-बोर्डों के प्रमापीकरण के निमित्त नियुक्त विशेष समिति की सिफारिशों पर प्राप्त रायों के बारे में विचार करने के बाद क्या कोई निर्णय कर लिया गया है, और

(ख) यदि हां, तो क्या उस निर्णय की एक प्रति सभा के टेबल पर रखी जायेगी ?

शिक्षा मंत्री के सहायक (डा० एम० एम० दास) : (क) तथा (ख). नहीं, जी ।

श्री भक्त दर्शन : क्या मैं जान सकता हूँ कि इस प्रश्न पर कितने वर्षों से विचार हो रहा है और अभी कितने युग और बीतेंगे जब तक कि इस का निर्णय हो सकेगा ?

Dr. M. M. Das: The last date for receiving comments upon the interim report of this committee was 31st December, 1955. The committee have received the comments, but they have not yet submitted their final report.

FOREIGN OFFICIALS UNDER TRAINING

***408. Shri D. C. Sharma:** Will the Minister of Home Affairs be pleased to state the number of foreign officials receiving training in India particularly in Defence at present?

The Minister in the Ministry of Home Affairs (Shri Datar): 207 including 142 in Defence.

Shri D. C. Sharma: May I know whether the hon. Minister will be in a position to give the break-up of the figures so far as the different Ministries are concerned?

Shri Datar: I would give the hon. Member the break-up of figures in all cases, except Defence. So far as the other Ministries are concerned, 27 are receiving training under the Technical Co-operation Scheme and the Colombo Plan; 18 are receiving training under the United Nations Technical Assistance Programme. One is receiving training under the Food and Agriculture Organisation. 18 are receiving training under the World Health Organisation. A man from Burma is also receiving training in Railways.

Shri D. C. Sharma: May I know from which country these trainees have come and which country has sent the largest number?

Shri Datar: Most of them are from Asia. Some are from Philippines, Ceylon, North Borneo, Afghanistan, Iraq, Egypt, Syria, Lebanon, Jordan and Yemen and also Indonesia.

Shri B. S. Murthy: May I know the country from which the foreign official receiving training in the Defence Department comes?

Shri Datar: I have already informed the hon. Member that I am not, in public interest, going to give any information in respect of the personnel receiving training in the Army.

Shri Bhagwat Jha Azad: May I know whether there is reciprocity in this matter and whether our officials have got the same facilities in foreign countries and the same approach to Defence techniques as we are giving here?

Shri Datar: To some extent there is reciprocity, to some extent we have ourselves agreed to give help to those people under the Colombo Plan.

Shri Keshavaiah: May I know whether any trainees are being trained in Parliamentary affairs?

Shri Datar: From the statement before me, there is none for Parliamentary affairs.

SECONDARY EDUCATION

***409. Shri Gidwani:** Will the Minister of Education be pleased to state the steps taken by Government for implementing the recommendations of the All India Council for Secondary Education as approved by the Central Advisory Board or Education that provision should be made for the compulsory study of three languages at the Secondary stage of education?

The Parliamentary Secretary to the Minister of Education (Dr. M. M. Das): The matter is under consideration.

Shri Gidwani: I would like to know which of these three languages are under consideration. May I also know whether the views of the State Governments have been ascertained?

Dr. M. M. Das: At the very outset, I should like to submit to the hon. Member that the proceedings of the Board have not yet been finalised.

They have to be sent to the Members and they will have to look into them. The main recommendations of the Board are that the opinions of the State Governments should be invited on the advisability of adopting either of the following formulae. Shall I read the formulae or give the substance?

Mr. Deputy-Speaker: The hon. Parliamentary Secretary may give the substance.

Dr. M. M. Das: The formula says that a boy in the secondary stage should learn three languages: Either his mother tongue or the regional language or a combination of the mother tongue and regional language; combination of the mother tongue and a classical language or the combination of the regional language and a classical language.

Mr. Deputy-Speaker: I think the hon. Parliamentary Secretary has already given this information on the floor of the House recently. This permutation and combination will go on endlessly, I am afraid.

Dr. M. M. Das: The second batch of languages is foreign languages. It may be English or any other European language. The third batch is, for the Hindi-speaking boys another current Indian language and for non-Hindi-speaking boys, Hindi.

श्री एम० एल० द्विवेदी : माध्यमिक शिक्षा समिति ने जो सिफारिशें की हैं और शिक्षा परिषद ने जो सिफारिशें की हैं, जिसके बारे में कि सभी माननीय पार्लियामेंटरी सेक्रेटरी ने कहा है, मैं जानना चाहता हूँ कि इन दोनों की सिफारिशों में कौन कौन से विषय ऐसे हैं जिन पर कि मतभेद है और शिक्षा मंत्रालय किन किन पर विचार कर रहा है ?

Dr. M. M. Das: In fact, there is no difference between the two except on some minor matters. The original recommendation of the All-India Council of Secondary Education was placed before the Board along with another resolution which is practically the same.

श्री एम० एल० द्विवेदी : क्या माननीय पार्लियामेंटरी सेक्रेटरी को मालूम है कि माध्यमिक शिक्षा समिति ने जो रिपोर्ट दी है उसमें यह है कि वे विद्यार्थी जिन की जबान हिन्दी है वे केवल अंग्रेजी के माध्यम को ही अपना सकते हैं और जो दक्षिण भारत के विद्यार्थी हैं वे यदि हिन्दी नहीं पढ़ना चाहते तो दूसरी किसी भाषा को माध्यम नहीं बना सकते हैं ?

Dr. M. M. Das: The medium of instruction was not there. It was not discussed at all.

श्री एम० एल० द्विवेदी : हिन्दी वालों के लिए केवल अंग्रेजी माध्यम रखा गया था ?

Dr. M. M. Das: It is not quite correct. Shall I read the whole thing?

Mr. Deputy-Speaker: Not necessary.

Shri Dabhi: May I know the recommendation of the Council regarding the study of Sanskrit?

Dr. M. M. Das: As I have said, in the first group, a student has to take either his mother tongue or regional language or a combination of his mother tongue or regional language and a classical language etc. Classical language comes in this combination.

Shri Basappa: May I know whether the State Governments have given their consent for this recommendation?

Dr. M. M. Das: I have said at the beginning that the proceedings of the Board have not yet been finalised. When they are finalised, the resolution of the Board will be sent to the State Governments.

अध्यापकों के प्रशिक्षण के लिये अनुदान

*४११. श्री के० सी० सोनिया : क्या शिक्षा मंत्री यह बताने की कृपा करेंगे कि :

(क) क्या केन्द्रीय सरकार ने माध्यमिक पाठशालाओं के अध्यापकों को प्रशिक्षण देने के लिये सुविधाओं को बढ़ाने अथवा नई प्रशिक्षण संस्थाओं के खोलने के लिये १९५४-५५ और बालू वर्ष में किन्हीं राज्य सरकारों को अनुदान देने की मंजूरी दी है ;

(ख) यदि हाँ, तो वह अनुदान किन-किन राज्य सरकारों को दिये जायेंगे और कितनी कितनी धनराशि दी जायेगी ;

(ग) राज्य सरकारों के अतिरिक्त ऐसे अनुदान किन-किन संस्थाओं के लिये स्वीकृत किये गये हैं और प्रत्येक संस्था को भ्रलग-भ्रलग कितनी धनराशि स्वीकृत की गई ; और

(घ) दूसरी पंच वर्षीय योजना की अवधि में प्रशिक्षण सुविधाओं की वृद्धि के लिये मंजूर किये जाने वाले अनुदानों का व्यौरा क्या है ?

शिक्षा मंत्री के सभासचिव (डा० एम० एम० दास) : (क) हाँ, जी ।

(ख) एक विवरण सभा-पटल पर रख दिया गया है । [देखिये परिशिष्ट ३, अनुषसं० २.]

(ग) इस कार्य के लिये किसी संस्था को कोई अनुदान नहीं दिया गया है ।

(घ) यह जानकारी राज्य सरकारों के प्रशिक्षण कार्य-क्रमों पर निर्भर है ?

श्री के० सी० सोधिया : यह जो अनुदान दिए हैं और जिनका कि एक विवरण सभा पटल पर रखा गया है, इनमें से कितनी राशि नए इंस्टीटयुशंस को दी गई है और कितनी राशि उन इंस्टीटयुशंस को दी गई है जो बहुत पहले से ही चालू थे ?

Dr. M. M. Das: I have not got individual figures under that classification with me at present. The totals have been given in the statement.

श्री के० सी० सोधिया क्या कोई नए ट्रेनिंग इंस्टीटयुशंस भी खुलवाये गये हैं ?

Dr. M. M. Das: We have not yet received the progress report from the State Governments. We cannot answer this question.

Shri N. B. Chowdhury: May I know whether the Government are aware that, without providing sufficient facilities from imparting training to secondary school teachers, there is undue insistence on the part appoint-State Governments on the appointment of trained teachers in secondary schools and that there is a sort of a deadlock.

Dr. M. M. Das: So far as the State Governments are concerned, I do not think I can answer on their behalf on the floor of the House.

ALL INDIA EDUCATIONAL SERVICE

*412. Shri T. B. Vittal Rao: Will the Minister of Education be pleased to state:

(a) whether it is a fact that Government are considering a proposal to introduce an All-India Educational Service ;

(b) if so, the circumstances under which this proposal is being considered; and

(c) when this service will come into existence?

The Parliamentary Secretary to the Minister of Education (Dr. M. M. Das): (a) Yes, Sir.

(b) It has been considered necessary to develop the national system of education—An All-India Educational Service will be of great help in realising this objective.

(c) Since the approval of the various States is necessary to the proposed Service, it will take time before the Service actually comes into existence.

Shri T. B. Vittal Rao: May I know whether this scheme will await the reaction of the State Governments since education is a responsibility of the States?

Mr. Deputy-Speaker: That is what he has stated.

Dr. M. M. Das: The question came before the Ministry of Education in the Central Government in the year 1950. But, the reactions of the State Governments are not all favourable.

Shri Wodeyar: What is the procedure of selecting officers to the services?

Dr. M. M. Das: The scheme has not yet been accepted. It depends on the consent of the State Governments.

Shri Achuthan: Whether the scheme will apply to the University Professors and teachers only or Secondary school professors and teachers?

Dr. M. M. Das : It will be an All-India Educational service.

Shri Bhagwat Jha Azad: May I know by the end of the First Five Year Plan how many expert committees or commissions and other bodies have been set up by the Education Ministry to evolve an ideal pattern of Educational service or secondary education, etc.?

Dr. M. M. Das: I shall be able to give an answer to that question if the hon. Member takes a little trouble to give notice.

Shri Bhagwat Jha Azad: I have given notice. The Ministry has not been able to reply last time. Let them again make an effort.

Shri S. C. Samanta: May I know when the All-India Educational Service was discontinued and what were the reasons shown then?

Dr. M. M. Das: The All-India Educational Service was discontinued in 1921 when education was taken away from the Central Government and given to the State Governments, I mean the provincial Governments at that time.

OIL TECHNOLOGY

***414. Shri Sivamurthi Swami :** Will the Minister of Natural Resources and Scientific Research be pleased to state:

(a) whether it is a fact that a detailed scheme for the training of Indians in oil development and technology in a number of Western countries has been prepared;

(b) if so, the names of the countries that have been approached for the purpose; and

(c) the estimated cost of this scheme?

The Minister of Natural Resources (Shri K. D. Malaviya): (a) to (c). The required information was given in reply to Starred Question No. 304 answered in the Lok Sabha on the 28th February, 1956.

Shri Sivamurthi Swami: May I know when the scheme will be finalised?

Shri K. D. Malaviya: Very shortly.

Shri T. N. Singh: The reply to part (c) of the question has not been received. What will be the estimated cost of the scheme?

Shri K. D. Malaviya: The cost of the scheme can be estimated only when the full plans are ready. I have mentioned in the answer that the exact number of personnel who are to be sent out and have to be brought from outside have not yet been finalised.

Shri Velayudhan: May I know whether in the recent tour of the hon. Minister in the Soviet Union, he brought any experts from there for oil development and whether he found that oil development scheme in Russia is the best in the world? What were his observations?

Shri K. D. Malaviya: The answer to the preliminary part of the question has been given many times in this House. Many experts have come here. They have followed many visits. They are doing some work. They have completed a preliminary report. As soon as the report is finalised, a summary of it will be made available to the Members of the House.

Shri T. N. Singh: During the last 3 years, may I know how many persons from India have been sent for training abroad and to what places. May I also know the number of persons who are already attached to any of the concerns abroad for under-study and other purposes for work here?

Shri K. D. Malaviya: So far as oil exploration programme is concerned, very few people have gone out for study. For the examination of certain other questions, a few persons, two or three, have gone. Now we are undertaking this programme in a

comprehensive way *i.e.* to send people abroad as under-study as also to get people from abroad for making our people here acquainted with all the details.

CYCLONE IN TAMILNAD

***415. Shri Nambiar :** Will the Minister of **Home Affairs** be pleased to state:

(a) the contribution of the Centre in the relief measures undertaken in the cyclone and flood affected areas in Tamilnad recently;

(b) the amount of money granted from the Prime Minister's Relief Fund;

(c) the amount allotted to the District of Tanjore; and

(d) whether Government have made any specific proposal to help all categories of agriculturists who suffered loss due to the cyclone?

The Minister in the Ministry of Home Affairs (Shri Datar): (a) A statement showing the details of assistance so far rendered by the Government of India is placed on the Table of the Lok Sabha [See Appendix III, annexure No. 3.]

(b) Rs. 3,22,000

(c) The money granted from the Prime Minister's National Relief Fund was merged by the State Government with the Madras Cyclone Relief Fund and out of the total amount a sum of Rs. 1,25,000 was allotted to the District of Tanjore.

(d) A statement showing the steps taken by the Madras Government to help agriculturists affected by the cyclone is placed on the Table of the Lok Sabha. [See Appendix III, annexure No. 3.]

Shri Nambiar: I could not know from the statement whether relief was given to the persons who had heavily lost in salt fields, cocoanut plantations and in tobacco cultivation. May

I know whether there is any scheme contemplated by Government to give them any cash relief?

Shri Datar: All the information received from the Government of Madras has been placed on the Table of the House in the form of statements. We have no further information.

Shri Velayudhan : May I know whether Government have got any information regarding the number of lower class people, *i.e.* untouchables, who lost their houses, and the number of houses that were restored, because they were the highest casualty in this cyclone havoc?

Shri Datar : I have not got the information.

Shri Nambiar: May I know the total death roll in the cyclone and floods there?

Shri Datar: That figure is not with me.

Mr. Deputy-Speaker: From relief measures we are going to death roll.

Shri Velayudhan : Apart from the Government agencies working there, may I know whether there are any voluntary private agencies working there, and whether the Government of India are giving any assistance or air to those private agencies there?

Shri Datar: I have already stated that I have no more information at all so far as non-official agencies are concerned.

Shri Nambiar: May I know whether there was representation for more relief from the Prime Minister's Relief Fund?

Mr. Deputy-Speaker: By whom?

Shri Nambiar: From the persons concerned.

Mr. Deputy-Speaker: Who are the persons concerned?

Shri Nambiar: The affected persons or organisations have represented for more relief.

Shri Datar: I should like to have notice.

Shri Ramachandra Reddi: May I know whether relief measures have been discontinued or are being continued?

Shri Datar: I presume that they are still continuing.

Mr. Deputy-Speaker: I can only say that with respect to similar matters, it is primarily the concern of the provincial Government to take relief measures, to prepare a detailed scheme and ask for aid by the Central Government. We are going into details of the relief measures, in what place and so on, whether they are continued or discontinued. I think we are presuming that there is no Assembly, no Government in the local area.

Shri Velayudhan: Government should get a report of the work because they have given subsidy. The Prime Minister himself has spoken about cyclone relief.

Mr. Deputy-Speaker: I am on another point.

Shri Velayudhan: Therefore what is the work they have undertaken will have to be known by the Central Government.

Mr. Deputy-Speaker: The Central Government may have a report, may not have a report, but if you assume the Central Government has got a full, detailed report of all the activities there regarding flood relief, I am not going to allow all those questions here. We are not now substituting this House for the State Legislature.

Shri Nambiar: In this case, the havoc is of a national character. A thousand lives lost and so many crores worth lost. The State Government is not in a position to do anything.

Mr. Deputy-Speaker: If the State Government is not in a position to do anything, the Central Government will certainly go to their help, but

the details as to how much has been spent there will be a subject matter there.

Shri Nambiar: The help is not forthcoming to the extent needed. That is why we are pressing the Central Government.

Mr. Deputy-Speaker: Hon. Member is not the spokesman of that Government here. He has no information what that Government wants, what this Government has refused. Without any information for the first time as if this is the House that has to deal with the matter, the question is put. When he said representations have been sent, I asked him what are the representations. All those persons might have asked. He has no information regarding any particular representation.

Shri Nambiar: Here is a statement given. The statement does not contain the details. That is why we are asking.

Mr. Deputy-Speaker: Hon. Members must constantly keep in their mind that there is a legislature there, there is a Government there, and this Government can only go to the aid of that Government.

KOLAR GOLD MINES

***417. Shri Gadilingana Gowd:** Will the Minister of Natural Resources and Scientific Research be pleased to state:

(a) whether it is a fact that the Government of Mysore are in correspondence with the Central Government about the nationalisation of Kolar Gold Mines; and

(b) if so, the steps taken by the Government of India in the matter?

The Minister of Natural Resources (Shri K. D. Malaviya): (a) Yes, Sir.

(b) The matter is still under consideration of Government.

Shri Gadilingana Gowd: May I know if it is a fact that the Central Government have suggested to the State Government not to nationalise the Kolar Gold Fields but do something short of nationalisation?

Shri K. D. Malaviya: I am afraid I cannot answer this question just now. It is premature. The matter is still before the Government. The Cabinet is seized of the matter, and a decision will be taken soon.

Shri Basappa: May I know whether there is any dispute between the Mysore Government and the gold mines and also the reasons given by the Mysore Government for nationalisation?

Shri K. D. Malaviya: There are some differences apparently between the Government of Mysore and the Kolar Gold Mines company. I do not know whether the details of these differences are worth describing on this occasion.

Shri Thimmaiah: Is it a fact that the Mysore Government is proposing legislation in the ensuing session of the Assembly?

Shri K. D. Malaviya: Yes, Sir. We are informed that legislation is under contemplation.

Shri Thimmaiah: May I know what action the Government proposes to take on the recommendations of the expert body appointed to examine the question of nationalisation, and may I also know when the recommendations of the committee will be made known to the public.

Shri K. D. Malaviya: All these questions are being considered.

Shri B. S. Murthy: May I know the nature of the legislation that is going to be undertaken by the Mysore Assembly?

Mr. Deputy-Speaker: Has any Bill been introduced?

Shri K. D. Malaviya: Yes, there is a Bill which is going to be introduced. That is what we are informed. And this Bill provides for nationalisation of the Kolar gold mines.

Shri Gadilingana Gowd: May I know if a team of officers was sent from here to go into the matter, and

what is the reason for not publishing their report?

Shri K. D. Malaviya: A number of officers did go from here to examine several questions. The report is for the examination of the Government here, and it is not yet contemplated that it will be published.

Shri T. B. Vittal Rao: It seems to be entirely a financial team and not a technical experts team, and they have gone to examine the compensation to be paid to the company. Why should that not be made public? They have submitted their report six months ago.

Shri K. D. Malaviya: I do not subscribe to the view of the hon. Member.

Shri Keshavaiengar: In view of the fact that the Central Government is not in favour of nationalisation, has the Mysore Government secured the consent of this Government for introducing the Bill before the Mysore Assembly?

Shri K. D. Malaviya: I do not accept the presumption of the hon. Member.

S.U.N.F.E.D.

***419. Shri S. V. Ramaswamy:** Will the Minister of Finance be pleased to refer to the reply given to Starred Question No. 942 on the 19th December, 1955 and state the progress made with regard to the establishment of the Special U.N. Fund for the economic development of under-developed areas?

The Deputy Minister of Finance (Shri B. R. Bhagat): The U.N. General Assembly at its tenth session unanimously passed a resolution reaffirming the importance of the economic development of the under-developed countries, and among other things:

(a) requested the Secretary-General to invite Member States to transmit to him, not later than 31 March 1956 their views, as definitely as possible, relating to the establishment, role, structure and operations of a special United Nations fund for economic development.

(b) established an *ad hoc* Committee composed of representatives of sixteen Governments to analyse the replies and comments of Governments received under (a) above and to submit an interim report to the Economic and Social Council at its twenty-second session and to the General Assembly at its eleventh session and its final report to the twenty-third session of the Council.

Shri S. V. Ramaswamy : What is expected to be the size of this fund, and what will be the nature of aid from this fund? Will it be in the form of loan or capital goods also?

Shri B. R. Bhagat : The loans would be to under-developed countries for financing non-self-liquidating projects. These projects usually do not attract loans from other international banking institutions. And they will be at a lower rate of interest.

Shri S. V. Ramaswamy : Is it expected that these contributions will come mainly from the Western countries for the benefit of Asian countries?

Shri B. R. Bhagat : The contributions will be from all the member countries.

Shri S. V. Ramaswamy : What is the basis on which this distribution is to take place? Is it population or any other basis?

Shri B. R. Bhagat : All these things will be decided when the replies from the Member Governments come and they are analysed.

Shrimati Renu Chakravartty : May I know whether India is also one of the sixteen countries which are to contribute to this Fund?

Shri B. R. Bhagat : These sixteen countries are not to contribute to the Fund. But they will form the *ad hoc* Committee which will analyse the replies received from all the member-countries, and submit their report thereon together with their comments to the Economic and Social Council, and later on to the General Assembly. India is one of these sixteen countries.

Sardar Iqbal Singh : May I know whether the Government of India have given their views on this Fund, and whether they will agree to make the contribution or not?

Shri B. R. Bhagat : India at various times has given its views in favour of this Fund. As for the detailed views, I would say that the special resolution of the General Assembly is receiving the consideration of Government, and Government's views thereon will be communicated before the date fixed.

TRANSLATION OF BOOKS

***421. Shri Bhagwat Jha Azad :** Will the Minister of Education be pleased to state :

(a) whether it is a fact that Government propose to translate some best books from each of the fourteen regional languages into the other regional languages; and

(a) if so, the programme that has been drawn for this purpose?

The Parliamentary Secretary to the Minister of Education (Dr. M. M. Das) : (a) Yes, Sir, through the agency of National Book Trust.

(b) Details of the Scheme have still to be worked out.

I may add for the satisfaction of the hon. Member that the Sahitya Akademi, an autonomous body financed by the Government of India, has also taken up this work, and it has made considerable progress in this direction.

Shri Bhagwat Jha Azad : Do Government propose to employ the mediocre staff that are already there to translate these books, or do they propose to devise other methods to translate the books selected?

Dr. M. M. Das : I may submit that the National Book Trust has not yet come into existence. Its constitution is being framed now.

Shri Bhagwat Jha Azad: May I know whether the books from each of the fourteen regional languages will be translated into all the other thirteen languages, or only into a few other regional languages?

Dr. M. M. Das : That will be considered by the National Book Trust.

Shri Bhagwat Jha Azad: May I know whether these books after being selected would be translated by the individuals in this Trust or by reputed institutions in the country, who offer themselves for this work? Will such institutions be given a chance?

Dr. M. M. Das: All these questions, important as they are, will be considered by the National Book Trust, when it comes into existence.

सेठ गोविंद दास : जहाँ तक इन पुस्तकों के चुनाव का सवाल है क्या भिन्न भिन्न भाषाओं को जो चोटी के विद्वान हैं उनसे भी इस बात की सलाह ली जायगी कि कौन सी पुस्तकें उस भाषा की अनुवाद करने के योग्य हैं।

Mr. Deputy-Speaker: All these things are being considered, and after the National Book Trust is formed, they will attend to these things. That is what the Parliamentary Secretary stated.

Shrimati Renu Chakravarty: Who is going to form this National Book Trust, and what will be the composition of that Trust?

Dr. M. M. Das: The National Book Trust will be organised by the Government of India in the Ministry of Education. The question of the composition of the Trust has already been taken up. I might inform the hon. Member that a Cabinet Committee consisting of the Prime Minister, the Minister of Education, the Minister of Home Affairs and the Minister of Finance, is now engaged in preparing a draft constitution for the National Book Trust.

सेठ गोविंद दास : जहाँ तक इसके ट्रस्टियों का सवाल है क्या यह ट्रस्टी भिन्न भिन्न भाषाओं के लिये जायेंगे या किसी विशेष भाषा के लिये जायेंगे ?

Dr. M. M. Das: Until the Trust is formed, this sort of question cannot be answered.

SCANDINAVIAN AID

***422. Shri D. C. Sharma:** Will the Minister of Finance be pleased to state :

(a) the extent of aid received from Scandinavian countries during 1955; and

(b) the form in which it has been received?

The Deputy Minister of Finance (Shri B. R. Bhagat): (a) About Rs. 10.5 lakhs from Norway.

(b) Supply of equipment, salaries of Norwegian personnel and other miscellaneous expenditure in India on the Fisheries Development Project in Travancore-Cochin.

Shri D. C. Sharma: May I know for how long this project is to last, and whether the Norwegian Government are going to support it till the end?

Shri B. R. Bhagat: This project started in 1953, and we got from Norway Rs. 5 lakhs in 1953, Rs. 35.25 lakhs in 1954, and during 1955 Rs. 10.5 lakhs. They will support to the extent that the agreement provides for.

Shri D. C. Sharma: May I know for how long this agreement is to last, and what the total contribution to be made by Norway is?

Shri B. R. Bhagat: The agreement is going to last for another year. The Norwegian contribution is 10 million kroner, the equivalent of which in rupees is Rs. 67 lakhs.

Shri Velayudhan: What are the projects taken up by the Norwegians in the Travancore-Cochin State, and what is the contribution made by the Government of India to the projects which have been undertaken?

Shri B. R. Bhagat: The project is mainly for development of fisheries activities, and also for improving the health and sanitary conditions of the fishing population.

As for the exact local cost met by the Government of India, I would require notice.

Shrimati Renu Chakravartty: What percentage of the amount has been spent on equipments such as trawlers etc., and what percentage has been spent in improving the sanitary and living conditions of the fishermen of Travancore-Cochin?

Shri B. R. Bhagat: I do not have the break-up of the details.

TECHNICAL EDUCATION

***423. Shri Gidwani:** Will the Minister of Education be pleased to state the steps taken by Government to implement the recent recommendations made by the Central Advisory Board of Education regarding granting of more scholarships and other facilities for admission to technical institutes?

The Parliamentary Secretary to the Minister of Education (Dr. M. M. Das): The matter is under consideration.

Shri Gidwani: May I know the total amount per year given by the Central Government towards scholarships for technical education?

Dr. M. M. Das: The proposal is to spend Rs. 1 crore during the Second Five Year Plan period.

Shri Gidwani: Are Government satisfied that those who have been trained so far have been employed?

Dr. M. M. Das: That question does not arise out of this.

Sardar A. S. Saigal: May I know whether there is a proposal to have 1,000 technicians from the technical institute working under the labour Ministry in Madhya Pradesh?

Dr. M. M. Das: That is a very important question, but that does not arise out of this.

Shrimati Renu Chakravartty: As far as I know, certain technical institutes do not accept students unless they

have received the facilities for apprenticeship training in factories. May I know whether while granting the scholarships, the Central Government will also make provision for a larger number of apprentices to be taken for training in the factories?

Dr. M. M. Das: So far as practical training in factories is concerned, there is already provision for it; and the boys are provided with this kind of training after they come out with a degree or diploma from the technological and engineering institutes. And Government are trying their best to expand the training facilities as far as possible.

Shri Basappa: May I know whether Government have assessed the extra amount required for giving more scholarships?

Dr. M. M. Das: I have said that it has not yet been finalised. But the proposal is to spend Rs. 1 crore during the Second Five Year Plan period.

INCOME TAX ON COFFEE GROWERS

***424. Shri Gadilingana Gowd:** Will the Minister of Finance be pleased to state:

(a) whether it is a fact that the question of fixing a certain portion of income from coffee for levying of income-tax is being examined by Government;

(b) if so, whether a decision on this point has been taken; and

(c) whether the collections are being kept in abeyance?

The Minister of Revenue and Civil Expenditure (Shri M. C. Shah): (a) and (b). Government are advised that under the Income-tax Act, as it stands at present, a certain part of the profits from the production of coffee is, in certain circumstances, liable to assessment to income-tax. Assessments have been made subjecting to tax a certain percentage of the total profits. The question whether this percentage requires revision is under active consideration.

(c) As the question whether any part of the profits mentioned above is taxable has been taken up in appeal, the collection of tax on the profits concerned has been kept in abeyance.

Shri Gadilingana Gowd: May I know whether Government are contemplating to set apart this amount for the development of coffee plantations?

Shri M. C. Shah: Under the Income-tax Act, the collections of income-tax go into the Central revenues; and whenever any sum is required for developmental purposes, that is being given separately from the Central revenues.

Shri Velayudhan: May I know whether any income-tax is collected directly from the agriculturist or from the selling agent through the Coffee Board? At what stage is this levy made?

Shri M. C. Shah: I am afraid the hon. Member has not understood the question properly. This is a question with regard to assessment of income-tax. So far as income-tax is concerned, I have already stated that a certain part of the profits obtained from the process of curing of the coffee berries is subject to income-tax. But as the matter is in appeal, we have kept the collections in abeyance.

Mr. Deputy-Speaker: They are not collected directly as in the case of tea?

Shri Velayudhan: He himself has not understood the question. Who is collecting it?

Mr. Deputy-Speaker: The income-tax authorities.

Shri Gadilingana Gowd: What is the total amount kept in abeyance?

Shri M. C. Shah: I have not got the figures of the assessments which have been made. So far as these assessments are concerned, we have kept the collections in abeyance.

ANNUAL TAX ON TOTAL WEALTH

***427. Shri Bhagwat Jha Azad:** Will the Minister of Finance be pleased to state:

(a) whether the Planning Commission has suggested an annual tax on total wealth;

(b) if so, whether this will be exclusive of the Income-tax and the Estate Duty; and

(c) whether the proposal for such a tax has been worked out?

The Minister of Revenue and Civil Expenditure (Shri M. C. Shah): (a) Yes, it is one of the fiscal devices for reducing inequalities of income and wealth mentioned in the Draft Outline of the Second Five Year Plan.

(b) and (c). This along with other fiscal devices, mentioned in the Draft Outline are under examination by Government. It is not possible at this stage to say what exactly the implications of this tax, if imposed, will be.

Shri Bhagwat Jha Azad: May I know if it is a fact that even after all the fiscal measures adopted by Government at present, a large portion of the wealth in the various sectors—individuals and corporate bodies—is left untouched?

Shri M. C. Shah: We have examined all these fiscal devices and whatever fiscal devices are to be applied, we apply them in the budget proposals.

Shri Bhagwat Jha Azad: May I know what amount the Central Exchequer will spend as a result of implementation of the scheme of annual tax on total wealth?

Shri M. C. Shah: It is under examination. How can I give out figures as to the extent to which the Central Government will be affected? One does not now know how much tax will be collected, on what basis and what will be the percentage. All these things are under examination.

Shrimati Tarkeshwari Sinha: May I know if advice from the various State Governments has been asked for? If so, how many State Governments have sent their opinion about it?

Shri M. C. Shah: The opinions of State Governments are not yet called for. The question is under examination of the Central Government. Certain fiscal measures were recommended by the Taxation Inquiry Commission; certain devices have been recommended in the Draft Outline of the Second Five Year Plan. All these things are under active study and examination of the Government of India.

Shri Bhagwat Jha Azad: The hon. Minister said in reply to my question that no details are available regarding this tax. May I know whether this proposal is the result of an inner voice?

Shri Nambiar: Very likely.

Mr. Deputy-Speaker: No answer is necessary.

Shri Bansilal: What is the maximum income of a government servant in the Indian Union and what is the minimum earned by a whole-time government servant?

Mr. Deputy-Speaker: How does it arise out of this?

Shri M. C. Shah: This is a question about tax on wealth. But as regards the ratio between minimum and maximum salary, if I remember aright, it is 1 to 31.

Mr. Deputy-Speaker: Next question, Shri D. C. Sharma.

Shri D. C. Sharma: May I know what is the hon. Minister's conception of 'total wealth'?

Mr. Deputy-Speaker: The hon. Member may put his next question.

NATIONAL DEFENCE ACADEMY

***428. Shri D. C. Sharma:** Will the Minister of Defence be pleased to state:

(a) whether any new procedure for conducting the physical efficiency test of cadets studying in the National Defence Academy has been devised; and

(b) if so, the nature of the test?

The Deputy Minister of Defence (Sardar Majithia): (a) No.

(b) Does not arise.

Shri D. C. Sharma: May I know what physical tests are applied these days in the National Defence Academy, and have there been any complaints against the inadequacy of these physical tests?

Sardar Majithia: There have been no complaints.

Shri D. C. Sharma: The hon. Deputy Minister was talking to another Minister. He did not listen to my question.

Mr. Deputy-Speaker: He has said there has been no complaint.

Shri D. C. Sharma: I asked him what is the nature of the physical tests at this time, and if there have been any complaints against it.

Mr. Deputy-Speaker: There is no complaint.

Shri D. C. Sharma: What about the first part of my question?

Sardar Majithia: There are a number of tests which include running, going through route marches etc.

Shri D. C. Sharma: May I know if there is not a happy proportion of athletic and gymnastic tests in this? If not, what is being done to redress the balance?

Mr. Deputy-Speaker: For physical efficiency, there must be some tests. Otherwise, how can it be decided? But are we going into the details as to whether it should be a running test or a jumping test and so on

and if so, how many yards running and how many yards jumping? There is no meaning in going into such details as this. There is a procedure evolved. That is all right. But are we experts in this matter to go into details?

Shri D. C. Sharma: I do not want to know the details. I only wanted to know the philosophy underlying these physical tests, of what type these physical tests are, because there have been lots of complaints in the papers and in other places about it.

The Minister of Defence (Dr. Katju): Let him put down a proper question.

Shri C. Bhatt: May I know whether the Minister himself knows about these tests?

Mr. Deputy-Speaker: The hon. Minister will ask whether the hon. Member knows it.

सरदार ए० एस० सहगल : नैशनल डिफेन्स ऐकेडेमी में जो केडेट्स वर्तमान समय में लिये जाते हैं क्या उनकी संख्या बढ़ाने के संबंध में मंत्रालय द्वारा कोई विचार हो रहा है।

Sardar Majithia: It hardly arises out of this question.

WRITTEN ANSWERS TO QUESTIONS

REPUBLIC DAY CELEBRATIONS

***404 Sardar Hukam Singh:** Will the Minister of Defence be pleased to state:

(a) whether any foreign delegations or dignitaries came to witness the Republic Day celebrations this year; and

(b) if so, whether any of them were invited to India for this purpose or they witnessed the celebrations because they happened to be here?

The Minister of Defence (Dr. Katju):
(a) Yes.

(b) No one was invited specifically for this purpose. Those who happened to be in Delhi on that occasion were extended invitations to see the Republic Day Parade.

BANKS

***407. Chaudhri Muhammed Shaf-fee:** Will the Minister of Finance be pleased to state:

(a) the number and the names of the foreign banks which have been refused licence to carry on business in India, since the 1st January, 1956; and

(b) the causes thereof?

The Minister of Revenue and Defence Expenditure (Shri A. C. Guha): (a) No foreign bank has been refused licence to carry on business in India, since the 1st January, 1956.

(b) Does not arise.

बिहार की भाषाएँ

४१०. श्री विभूति मिश्र : क्या गृह-कार्य मंत्री यह बताने की कृपा करेंगे कि :

(क) क्या बिहार के मानभूम जिले में विभिन्न भाषा-भाषियों की गिनती की गई थी ; और

(ख) यदि हाँ, तो क्या तत्सम्बन्धी रिपोर्ट पेश कर दी गई है ?

गृहकार्य मंत्रालय से मंत्री (श्री दातार):
(क) तथा (ख) १९५१ की जन-गणना की मातृभाषा के आंकड़ों की ग्रामोनुसार छंटनी द्वारा की गई हैं। अन्तिम सारणी तथा रिपोर्ट की अभी प्रतीक्षा की जा रही है।

ECONOMIC DEVELOPMENT INSTITUTE, WASHINGTON

***413. Shri Punnoose:** Will the Minister of Finance be pleased to state:

(a) whether it is a fact that students from India are undergoing training in the Economic Development Institute at Washington; and

(b) if so, their number, names and when they were sent abroad?

The Deputy Minister of Finance (Shri B. R. Bhagat): (a) and (b). Shri F. C. Dhaun, Deputy Secretary to the Government of India in the Ministry

of Finance was deputed in December, 1955 to undergo a course of training at the Institute.

ALL INDIA BAR

***416. Shri K. K. Basu:** Will the Minister of Law be pleased to refer to the reply given to Starred Question No. 2204 on the 14th April, 1955 and state:

(a) whether a final decision has been taken for the establishment of an All India Bar; and

(b) if so, the nature of the decision?

The Minister of Legal Affairs (Shri Pataskar): (a) No. The matter is still under consideration.

(b) Does not arise.

FISCAL MONOPOLIES

***418. Shri Shree Narayan Das:** Will the Minister of Finance be pleased to state:

(a) whether Government have taken any decision on the recommendation of the Taxation Enquiry Commission regarding an expert enquiry into the possibilities of setting up fiscal monopolies with a view to augmenting public revenues; and

(b) if so, the nature thereof?

The Deputy Minister of Finance (Shri B. R. Bhagat): (a) This recommendation is still under consideration.

(b) Does not arise.

TEACHING OF HIGHWAY CODE IN SCHOOLS

***420. Shri M. Islamuddin:** Will the Minister of Education be pleased to state:

(a) whether the Central Advisory Board has recommended compulsory teaching of the Highway Code in schools; and

(b) if so, the nature of decision taken?

The Parliamentary Secretary to the Minister of Education (Dr. M. M. Das): (a) Yes, Sir.

(b) The matter is under consideration.

RURAL INSTITUTES OF HIGH LEARNING

***425. { Shri M. Islamuddin:
Shri Bansal:**

Will the Minister of Education be pleased to state:

(a) the number of existing Rural Institutes of Higher Learning in the country; and

(b) the steps that are being taken by Government to establish more of such institutes and to develop the existing ones?

The Parliamentary Secretary to the Minister of Education (Dr. M. M. Das): (a) None of the existing institutions can be described as a Rural Institute of a type envisaged by the Shrimali Committee. A list of the institutions selected for development as such is attached. [See Appendix III, annexure No. 4.]

(b) (1) A Conference of educationists on Rural Higher Education was called in August, 1955.

(2) Consultative Committee was appointed to do space work.

(3) Four Syllabus Committees have been set up.

(4) National Council for Rural Higher Education has been established.

(5) Development of ten existing institutes into Rural Institutes is under consideration.

INDIAN ART EXHIBITIONS

***426. Sardar Hukam Singh:** Will the Minister of Education be pleased to state:

(a) whether any Indian Art Exhibitions have been held in any foreign countries during 1955; and

(b) if so, in which countries?

The Parliamentary Secretary to the Minister of Education (Dr. M. M. Das): (a) Yes, Sir.

(b) (i) Burma;

(ii) Egypt, Italy, Yugoslavia, Lebanon, Syria, Iraq; and

(iii) Czechoslovakia.

HIGH COURT JUDGES

208. Chaudhuri Muhammed Shafie: Will the Minister of Home Affairs be pleased to state the number of posts of High Court judges that are lying vacant in India State-wise?

The Minister in the Ministry of Home Affairs (Shri Datar): There are four posts of High Court Judges lying vacant, viz., one each in the Bombay, Orissa, Patna and Mysore High Courts.

NATIONAL SAMPLE SURVEY

209. Thakur Jugal Kishore Sinha: Will the Minister of Finance be pleased to state:

(a) the details of the programme of National Sample Survey in Bihar in the tenth round; and

(b) the conclusions derived from the results of the Sample Survey in Bihar in the ninth round?

The Deputy Minister of Finance (Shri B. R. Bhagat): (a) The subject coverage in regard to the tenth round of the National Sample Survey includes the collection of data relating to employment and unemployment, small hand industries, information on expenditure and income pattern of families, house-hold enterprises and prices of selected agricultural commodities, besides the study of land utilisation. The National Sample Survey is collecting data throughout the Indian Union on a sampling basis, and as such the subject coverage of the survey in Bihar is the same as in the other parts of the Indian Union. The tenth round began in December 1955 and will continue up to April 1956.

(b) The ninth round of the survey continued till the end of November 1955. It will be possible to reach conclusions on the results of the survey only after the data has been scrutinised, tabulated and analysed.

LIBRARY SERVICE SCHEME

**210. { Thakur Jugal Kishore Sinha:
Sardar Iqbal Singh:**

Will the Minister of Education be pleased to lay on the Table:

(a) a statement showing the amount of grant or subsidy given by the Central Government towards the cost of the Library Service Scheme of each State during 1955-56; and

(b) a copy of the Library Service Scheme approved for the Bihar State?

The Parliamentary Secretary to the Minister of Education (Dr. M. M. Das): (a) and (b). Statement is laid on the Table of the Lok Sabha. [See Appendix III, annexure No. 5.]

M.E.S. EMPLOYEES

211. Shri Keshavaiengar: Will the Minister of Defence be pleased to state:

(a) the total number of employees of M.E.S. in each Class viz., Class I to Class IV as on the 1st January, 1955;

(b) how many of them were permanent class-wise and how many temporary on that date; and

(c) out of the temporary employees how many have put in service as under—

(i) more than 20 years,

(ii) less than 20 years and more than 10 years, and

(iii) more than 3 years and less than 10 years?

The Deputy Minister of Defence (Sardar Majithia): (a) to (c). A statement is laid on the Table of the Lok Sabha. [See Appendix III, annexure No. 6.]

DESERTIONS IN THE ARMY

212. Shrimati Kamalendu Mati Shah: Will the Minister of Defence be pleased to refer to the reply given to Starred Question No. 410 on the 2nd December, 1955 and state whether the soldiers, that are thus sent away because of desertion are given any pension?

The Deputy Minister of Defence (Sardar Majithia): No, Sir.

INVESTMENT IN INDUSTRIES

213. Shri Barman: Will the Minister of Finance be pleased to state:

(a) the total investment in large scale industry in the private sector as compared to the public sector at the beginning of the First Five Year Plan;

(b) the subsequent addition in each case upto the end of 1954-55; and

(c) the net profits earned in each case in the year 1954-55?

The Minister of Revenue and Civil Expenditure (Shri M. C. Shah): (a) and (b). Certain tentative estimates place the gross investment in manufacturing industries and electrical undertakings at Rs. 802 crores in the private sector and Rs. 134 crores in the public sector at the beginning of the First Plan and at Rs. 1142 crores in the private sector and Rs. 454 crores in the public sector at the end of the First Plan.

(c) The information is not available.

SCHOOL OF FOREIGN LANGUAGES

214. Shri Ibrahim: Will the Minister of Defence be pleased to state the number of students studying at present in the School of Foreign Languages (language-wise)?

The Minister of Defence (Dr. Katju):

Language	Number of students
Arabic	6
Chinese	31
French	110
German	11

Language	Number of students
Japanese	14
Persian	13
Russian	59
Tibetan	5

N.C.C.

215. Shri Ibrahim: Will the Minister of Defence be pleased to state the number of girls who have joined the National Cadet Corps during 1955?

The Minister of Defence Organisation (Shri Tyagi): 91 Officers, 2730 Cadets.

N.C.C. CAMPS

216. Sardar Hukam Singh: Will the Minister of Defence be pleased to state:

(a) the number of N.C.C. camps held in the country for social service and developmental activities during 1955; and

(b) the services rendered by them?

The Minister of Defence Organisation (Shri Tyagi): (a) 24.

(b) A statement is placed on the Table of the Lok Sabha. [See Appendix III, annexure No. 7.]

FRENCH TERRITORIES IN INDIA

217. Shri Krishnacharya Joshi: Will the Minister of Finance be pleased to state under the Indian Foreign Exchange Regulations which have been extended to the former French territories after the *de facto* transfer what exchange facilities were given to the residents of that area?

The Deputy Minister of Finance (Shri B. R. Bhagat): All the exchange facilities to which residents of the Indian Union are eligible have been extended to the residents of the former French territories in India. During the period of 13 months ending December, 1955, foreign exchange to the extent of Rs. 71.24 lakhs (approx.) has been released in their favour for various purposes.

प्रतिरक्षा उत्पादन बोर्ड

२१८. श्री भक्त दर्शन : क्या प्रतिरक्षा मंत्री ६ दिसम्बर, १९५५ को दिये गये अतारंकित प्रश्न संख्या ४१४ के उत्तर के सम्बन्ध में यह बताने की कृपा करेंगे कि :

(क) क्या प्रतिरक्षा संगठन मंत्री के इंग्लैंड तथा अन्य दूसरे पश्चिम यूरोपीय देशों के दौरों के फलस्वरूप रक्षा उत्पादन बोर्ड के अधिकार क्षेत्र व कार्य प्रणाली में कोई परिवर्तन किया गया है अथवा किये जाने का विचार है ; और

(ख) यदि हां, तो क्या उन परिवर्तनों का विवरण सभा के टेबल पर रखा जायेगा ?

प्रतिरक्षा संघ न मंत्री (श्री त्यागी) : (क) जो नहीं, सिवा इसके कि सेना में काम आने वाली वस्तुओं का निरीक्षण भी अब बोर्ड के क्षेत्राधिकार में रहेगा ।

(ख) पहिले इसमें कुछ सन्देह था कि निरीक्षण बोर्ड के अन्तर्गत होना चाहिये अथवा सेनाओं के अन्तर्गत । परन्तु प्रतिरक्षा संगठन मंत्री की विदेश यात्रा और उसके फलस्वरूप प्राप्त अनुभव के बाद यह फैसला किया गया है कि निरीक्षण भी बोर्ड के अन्तर्गत होना चाहिये ।

FORD FOUNDATION

219. { **Shri C. D. Pande:**
Shri M. L. Dwivedi:

Will the Minister of Education be pleased to state:

(a) the names of the institutions which have been selected for assistance under the Ford Foundation assistance scheme for the development of rural education; and

(b) what financial assistance has been given or is contemplated to be given to each one of them?

The Parliamentary Secretary to the Minister of Education (Dr. M. M. Das): (a) and (b). A statement is placed on the Table of the Lok Sabha. [See Appendix III, annexure No. 8.]

ARMY EDUCATIONAL AND MEDICAL CORPS

220. **Shri Hem Raj:** Will the Minister of Defence be pleased to state:

(a) the number of persons serving in the Army Educational Corps and Army Medical Corps;

(b) the method of their recruitment and the period required for attaining permanency;

(c) the number recruited to these services year-wise from 1953 up to 1955;

(d) the number made permanent during these years; and

(e) the criteria adopted for permanency?

The Deputy Minister of Defence (Sardar Majithia): (a) and (c). It is not in the public interest to disclose the information.

(b), (d) and (e). A statement is laid on the Table of the Lok Sabha. [See Appendix III, annexure No. 9.]

GRANTS TO SPORTS ORGANISATIONS

221. { **Shri D. C. Sharma:**
Shri K. K. Das:

Will the Minister of Education be pleased to lay on the Table a statement showing the grants given on the recommendations of the All India Council of Sports to the All India Sports Bodies during 1955-56, separately?

The Parliamentary Secretary to the Minister of Education (Dr. M. M. Das): A statement is laid on the Table of the Lok Sabha. [See Appendix III, annexure No. 10.]

LIMESTONE DEPOSITS

222. Shri D. C. Sharma: Will the Minister of Natural Resources and Scientific Research be pleased to state:

(a) whether limestone deposits have been discovered in the Districts of Kangra and Hoshiarpur; and

(b) if so, the names of the places where they have been discovered?

The Minister of Natural Resources (Shri K. D. Malaviya): (a) and (b). Existence of limestone deposits has been found by the Geological Survey of India at Dharmkot in the Kangra District.

The Geological Survey of India is not aware of any occurrence of limestone deposits in the Hoshiarpur District.

SMUGGLING

223. Shri D. C. Sharma: Will the Minister of Finance be pleased to state:

(a) the number of smugglers arrested on the West Bengal border during 1955-56 so far;

(b) the total value of goods confiscated;

(c) the major items among them; and

(d) the number of smugglers convicted?

The Minister of Revenue and Defence Expenditure (Shri A. C. Guha): (a) No smuggler was arrested on the West Bengal border during 1955-56 (up to 31st January 1956);

(b) the total value of goods confiscated during that period by competent Customs Officers, in exercise of their powers under the Land Customs Act, is Rs. 9,53,884 approximately;

(c) the major items involved were betelnuts, coriander seeds, strawmats, rock salt, gold, silver, Indian and Pakistan currency notes, cotton textile, art silk and medicines;

(d) no smuggler was sent up for trial in a court of law during that period.

IRON ORES

224. Shri Bishwa Nath Roy: Will the Minister of Natural Resources and Scientific Research be pleased to state whether any investigation regarding iron ores in Talli Ramgarh in Nainital District was undertaken by Government recently?

The Minister of Natural Resources (Shri K. D. Malaviya): Yes, Sir. While there is evidence of old quarrying and ferruginous quartzite and haematite, no promising deposits of iron ore have been located. The Directorate of Geology and Mining of Uttar Pradesh Government intend to carry out further investigations this year.

LIMESTONE DEPOSITS

225. Ch. Raghubir Singh: Will the Minister of Natural Resources and Scientific Research be pleased to state:

(a) whether it is a fact that detailed investigation for limestone was carried out at Mussorie, Dehra Dun; and

(b) if so, the results thereof?

The Minister of Natural Resources (Shri K. D. Malaviya): (a) Yes, Sir.

(b) A statement giving the required information is attached. [See Appendix III, annexure No. 11.]

LAW COMMISSION

226. Sardar Iqbal Singh: Will the Minister of Law be pleased to state the number of meetings held and tours undertaken by the Law Commission since the 20th December, 1955?

The Minister of Legal Affairs (Shri Pataskar): Four (inclusive of meetings held independently by the two sections of the Commission). No tour has yet been undertaken by the Commission. The Commission will have

to go on tour after replies to the Questionnaire issued by it have been received and scrutinised.

GEOLOGICAL SURVEY

227. Sardar Iqbal Singh: Will the Minister of Natural Resources and Scientific Research be pleased to state:

(a) whether any geological survey was carried out in the States of Punjab, PEPSU and Himachal Pradesh during 1954 and 1955;

(b) if so, whether any new mineral ores were discovered;

(c) their names; and

(d) the names of places where the new mineral deposits were found.

The Minister of Natural Resources (Shri K. D. Malaviya): (a) Yes, Sir.

(b) to (d). A statement giving the information available is attached. [See Appendix III, annexure No. 12.]

WELFARE EXTENSION PROJECTS IN PEPSU

228. Sardar Iqbal Singh: Will the Minister of Education be pleased to state:

(a) the number and names of places where Welfare Extension Projects have been started in PESPU so far;

(b) the total number of villages covered by these projects; and

(c) the amount spent on these during 1955-56?

The Parliamentary Secretary to the Minister of Education (Dr. M. M. Das): (a) A statement giving the requisite information is attached. [See Appendix III, annexure No. 13.]

(b) 175.

(c) This information will be available after the close of the present financial year.

भारत में विदेशी विद्यार्थी

२२९. श्री अमर सिंह डामर : क्या शिक्षा मंत्री यह बताने की कृपा करेंगे कि :

(क) आजकल भारत में कितने विदेशी विद्यार्थी शिक्षा पा रहे हैं ; और

(ख) भारत सरकार की विभिन्न छात्र वृत्ति योजनाओं के अन्तर्गत कितने विदेशी छात्र छात्रवृत्तियां पा रहे हैं ?

शिक्षा मंत्री के सहायक (डा० एम० एम० दास) : (क) यह जानकारी उपलब्ध नहीं है। इसके इकट्ठा करने में जो मेहनत और समय चाहिये वह परिणाम के तुल्य नहीं है।

(ख) ५१०।

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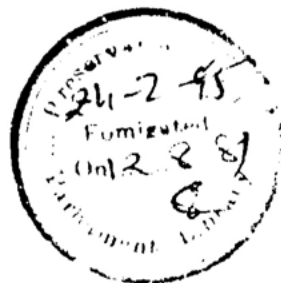
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(Part II—Proceedings other than Questions and Answers)

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(15th February to 3rd March 1956)



TWELFTH SESSION, 1956

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LOK SABHA

Friday, 2nd March, 1956

The Lok Sabha met at Eleven of the Clock.

[MR. DEPUTY-SPEAKER in the Chair]

QUESTIONS AND ANSWERS

(See Part I)

11-59 A.M.

PAPER LAID ON THE TABLE

MANIPUR FOODGRAINS (MOVEMENT)
CONTROL ORDER

The Minister of Agriculture (Dr. P. S. Deshmukh): I beg to lay on the Table....

Dr. Lanka Sundaram (Visakhapatnam): On a point of order. He should say, 'On behalf of Shri A. P. Jain'.

Dr. P. S. Deshmukh: There is a point of order raised. I think so far as Ministers of State are concerned, it is not necessary because they act one for the other.

An Hon. Member: Why not say so?

Dr. P. S. Deshmukh: I would like to know if it is necessary to say so.

Mr. Deputy-Speaker: Any hon. Minister can authorise any other Minister in his behalf.

Dr. P. S. Deshmukh: This is from the same Ministry.

Mr. Deputy-Speaker: No authorisation is necessary, but to make the record complete, he can say 'On behalf of Shri A. P. Jain'.

Dr. P. S. Deshmukh: Would that apply to questions also?

Mr. Deputy-Speaker: When the question comes, we will see.

Dr. Lanka Sundaram: There should not be mistaken identity.

1-14—Lok-Sabha.

1342

Dr. P. S. Deshmukh: On behalf of Shri A. P. Jain, I beg to lay on the Table, under sub-section (6) of section 3 of the Essential Commodities Act, 1955, a copy of the Manipur Foodgrains (Movement) Control Order, 1956, published in the Ministry of Food and Agriculture Notification No. F. 204 (1) 56-PY.II, dated the 21st February 1956. [Placed in Library, See No. S-73] 56.]

Mr. Deputy-Speaker: I may say that in respect of the same Ministry that type of statement need not be made.

12 NOON

MESSAGES FROM RAJYA SABHA

Secretary: Sir, I have to report the following two messages received from the Secretary of Rajya Sabha:

(i) "In accordance with the provisions of rule 125 of the Rules of Procedure and Conduct of Business in the Rajya Sabha, I am directed to inform the Lok Sabha, that the Rajya Sabha, at its sitting held on the 28th February, 1956, agreed without any amendment to the Representation of the People (Amendment) Bill, 1956, which was passed by the Lok Sabha at its sitting held on the 18th February, 1956".

(ii) "In accordance with the provisions of rule 101 of the Rules of Procedure and Conduct of Business in the Rajya Sabha, I am directed to inform the Lok Sabha that the Rajya Sabha, at its sitting held on the 28th February, 1956, agreed to the following amendments made by the Lok Sabha at its sitting held on the 18th February, 1956, in the Bar Councils (Validation of State Laws) Bill, 1955: •

Enacting Formula

1. Page 1, line 1, for 'Sixth Year' substitute 'Seventh Year'.

Clause 1

2. Page 1, line 4, for '1955' substitute '1956'."

APPROPRIATION BILL

The Minister of Revenue and Civil Expenditure (Shri M. C. Shah): I beg to move*:

That the Bill to authorise payment and appropriation of certain further sums from and out of the Consolidated Fund of India for the service of the financial year 1955-56, be taken into consideration.

Mr. Deputy-Speaker: The question is :

"That the Bill to authorise payment and appropriation of certain further sums from and out of the Consolidated Fund of India for the service of the financial year 1955-56, be taken into consideration."

The motion was adopted.

Clauses 1 to 3, the Schedule, the Enacting Formula and the Title were added to the Bill.

Shri M. C. Shah: I beg to move:

"That the Bill be passed."

Mr. Deputy-Speaker: The question is :

"That the Bill be passed".

The motion was adopted.

LIFE INSURANCE (EMERGENCY PROVISIONS) BILL—Contd.

Mr. Deputy-Speaker: The House will now resume further consideration of the motion moved by Shri C. D. Deshmukh on the 29th February, 1956, namely:

"That the Bill to provide for the taking over, in the public interest, of the management of life insurance business pending nationalisation thereof, be taken into consideration."

Shri Radhelal Vyas was in possession of the House and he may continue his speech.

So far, out of the total time allotted for the Bill, namely, 12 hours, the time availed of is 3 hours and 52 minutes, leaving a balance of 8 hours and 8 minutes.

May I have an idea as to who are all the hon. Members wishing to take part in this discussion so that I may regulate the time?

Several Hon. Members rose—

Mr. Deputy-Speaker: I find that about 24 Members wish to participate. There are about six hours and I think I can give 15 minutes each.

The Minister of Revenue and Civil Expenditure (Shri M. C. Shah): Out of the balance, 2½ hours go away, because 2 hours are required for the clauses and half an hour for the third reading.

Shri Feroze Gandhi (Pratapgarh Distt. West cum Rai Bareli Distt.—East): That is too much.

Mr. Deputy-Speaker: It has already been agreed to. So we have a balance of 5½ hours. Again, how much time will the Minister take for his reply?

Shri M. C. Shah: Nearly an hour, because it is an important Bill and so many points have to be answered.

Mr. Deputy-Speaker: I will say 45 minutes for the Minister. Then we have about 4½ hours to be distributed among these 24 Members. Therefore, I can allow from ten to fifteen minutes to each Member.

Shri Radhelal Vyas may now continue.

श्री राधे लाल व्यास (उज्जैन) : माननीय उपाध्यक्ष महोदय, कल मैंने अपने भाषण में इस बिल का स्वागत किया था और यह कहा था कि यदि जो हम राष्ट्रीयकरण करने जा रहे हैं, इसको विकेन्द्रीयकरण कर दें तो ज्यादा उपयुक्त होगा, अर्थात् जितनी राज्य सरकारें हैं उनके जिम्मे यह काम कर दिया जाय। इससे जितना भी यह काम है वह बहुत सरलता से और ज्यादा अच्छी तरह से चल सकेगा। इस संबंध में मैंने यह भी बताया था कि कुछ देशी रियासतें मसलन मैसूर, ग्वालियर, इन्दौर, बीकानेर इत्यादि ऐसी थीं जिन्होंने इस व्यवसाय को चलाया था और जिन्होंने अपने तमाम कर्मचारियों के लिए जीवन बीमा कराना अनिवार्य कर दिया था। उनका यह परीक्षण सफल रहा और अब मैं समझता हूँ कि हिन्दुस्तान में जितने भी सरकारी कर्मचारी हैं, चाहे वे छोटे हों या बड़े, उन सब के लिये बीमा कराना अनिवार्य कर दिया जाय। इससे उनको यह फायदा होगा कि जब वे रिटायर होंगे तो उनको जीवन बीमे की रकम मिल जाएगी जिससे कि वे अपना निर्वाह अच्छी प्रकार चला लेंगे। उनको जो पेंशन मिलती है, कई केसिस (मामलों) में

*Moved with the recommendation of the President.

बहु इतनी कम होती है कि उनका गुजारा भी नहीं हो सकता और ऐसी हालत में उनको बीमे का जो रुपया मिलेगा उससे उनको कितना रिलीफ (सहायता) मिल सकता है इसका भ्रन्दाजा सहज ही लगाया जा सकता है। साथ ही साथ उस भ्रादमी के जो उत्तराधिकारी होते हैं उनके लिए भी यह जो बीमा है बहुत सहायक सिद्ध होता है। उनको वक्त पर यदि यह रुपया मिल जाए तो वे अपने बच्चों की पढ़ाई को जारी रख सकते हैं और उनको अपने गुजारे के लिए भी दूसरों का मोहताज नहीं होना पड़ता है। इस वास्ते मैं चाहता हूँ कि सभी सरकारी कर्मचारियों के लिए, चाहे वे बड़े हों या छोटे, चाहे वे दफ्तरों में हों या सरकारी व्यवसायों में, जीवन बीमा कराना अनिवार्य कर दिया जाना चाहिये।

साथ ही साथ मैं यह भी कहना चाहता हूँ कि सरकार आजकल जीवन बीमे पर जो कमिशन एजेंटों को देती है, वही कमिशन सरकार को कर्मचारियों को देनी चाहिये जिनके लिए कि जीवन बीमा अनिवार्य होगा और उनके लिये यह आवश्यक नहीं होना चाहिए कि वे एजेंटों की मार्फत बीमा करावें। जो कमिशन की रकम है वह प्राशिक रूप से पहले प्रीमियम में से काटी जा सकती है और यदि ऐसा किया गया तो इससे कर्मचारियों को इंसेंटिव (प्रोत्साहन) मिलेगा और जीवन बीमा और ज्यादा लोकप्रिय हो जाएगा।

जीवन बीमे को नेशनलाइज करने के बारे में वित्त मंत्री जी ने एक कारण यह बताया कि इसमें बहुत सी खराबियाँ पैदा हो गई थीं जिनको कि दूर करना बहुत जरूरी था। साथ ही साथ उन्होंने यह भी बताया कि एक स्टेट जो अपने आपको बेलफेयर स्टेट कहती है उसके लिए यह आवश्यक है कि वह जीवन बीमा जैसे व्यवसाय को अपने हाथ में ले; और ऐसे महत्वपूर्ण व्यवसाय को प्राइवेट सेक्टर के हाथ में रहने देना किसी भी कारण से उचित नहीं समझा जा सकता है। उन्होंने यह भी बताया कि फंड्स (निधि) को इधर उधर कर दिया जाता था, इनका दुरुपयोग किया जाता था और इसी तरह की और भी बहुत सारी खराबियाँ इस व्यवसाय में देखने में आईं। साथ ही साथ उन्होंने कहा कि अब जो मुख्य उद्देश होना चाहिए वह यह कि खर्चा कम से कम हो और एफिशेंसी (कार्यपटुता) ज्यादा से ज्यादा हो। उन्होंने यह भी कहा कि मुनाफे की भावना को हटा देना चाहिये। अब हमें देखना यह है कि जिन उद्देश्यों के लिए

राष्ट्रीयकरण किया गया है वे पूरे होते हैं या नहीं। इस वक्त भी बहुत से व्यवसाय राज्य के पास हैं जैसे मशीन टूलज का मैन्युफेक्चर है, फरटिलाइजर फैक्टरी है और इसी तरह के और भी कई बहुत से कार्य हैं जो सरकार स्वयं कर रही है और कईयों को निकट भविष्य में शुरू करने वाली भी हैं। रेलवेज तो बहुत देर से सरकार के अधीन हैं। वहां पर प्रॉफिट जो होता है उसको उस तरह से नहीं देखा जाता है जिस तरह कि देखना चाहिये। वहां पर जो खर्चा होता है उसका भी लिहाज नहीं रखा जाता। यह भी नहीं देखा जाता है कि जो खर्चा किया जा रहा है, क्या उसका किया जाना वाजिब है और किस तरह से उसको कम किया जाय। मुझे आशा है कि भागे के लिए सरकार इस बात का ध्यान रखेगी कि जितना खर्चा जीवन बीमा व्यवसाय पर अब तक होता था, राष्ट्रीयकरण के बाद उस पर उससे कम हो। इस बात का सरकार को तख्तीना भी लगाते रहना चाहिए और यह देखते रहना चाहिए कि खर्चा जितना कम हो उसको उतना ही कम किया जाए। जिन जिन राज्यों का मैं ने पहले जिक्र किया है जहां पर कि सरकारों द्वारा जीवन बीमा चलाया गया था यह मैं अपने तजुबों से बता सकता हूँ कि बहुत कम खर्चे में उन्होंने इसको चलाया। जो एकाउंटेंट जनरल उस स्टेट का होता था वह तो लाइफ इनश्योरेंस कम्पनी का सेक्रेटरी होता था जिसको कि अपनी निजी तनखाह के सिवाय और कुछ भी नहीं मिलता था। जो वहां का असिस्टेंट एकाउंटेंट जनरल था वह लाइफ इनश्योरेंस का डेपुटी सेक्रेटरी था। इन दो भ्रादमियों के सिवाय एक एकाउंटेंट था और चार या पांच क्लर्क्स थे। इतने छोटे से स्टाफ के जरिये सारा काम चलता था। जहां तक प्रोपोजर्ज (प्रस्तावकों) के मेडिकल एग्जामिनेशन का ताल्लुक है यह एक सरकारी डाक्टर किया करता था जिसको कि कुछ फीस जरूर दी जाती थी। बहुत ही इकोनोमिकली (मितव्ययता) वहां पर लाइफ इनश्योरेंस का काम किया जाता था। अब जब कि हम लाइफ इनश्योरेंस को नेशनलाइज करने जा रहे हैं मैं सजेस्ट (सुझाव) करता हूँ कि इसको दो विभागों में बांट दिया जाए, एक तो सरकारी कर्मचारियों के लिए और दूसरा पब्लिक (जनता) के लिए। जहां तक सरकारी कर्मचारियों की लाइफ इनश्योरेंस का ताल्लुक है, वह काम हमारे सरकारी विभागों द्वारा ही किया जाना चाहिए। हां उनको यह काम करने के लिए कुछ थोड़ा सा एडिशनल स्टाफ (अतिरिक्त कर्मचारी) दिया जा सकता

[श्री राधे लाल व्यास]

है। यदि ऐसा किया गया तो मैं समझता हूँ कि कम से कम खर्च में अधिक से अधिक मुनाफा पालिसी होल्डर्स को मिल सकेगा और साथ ही साथ हमारा जो इसको लोकप्रिय बनाने का उद्देश्य है वह भी कुछ हद तक पूरा हो सकेगा।

किसी भी कार्य को चलाने के लिए जो उसके कर्मचारी होते हैं वही उसकी रीढ़ की हड्डी होते हैं। और उस कार्य की सफलता और विफलता उन कर्मचारियों पर ही निर्भर करती है। यह मानी हुई बात है कि आज जो कंपनियाँ इस काम को चला रही थीं उनमें बहुत से योग्य और अनुभवी अधिकारी थे, साथ ही उनमें ऐसे भी अधिकारी थे जिनको मैनेजमेंट ने अपने रिश्तेदार आदि होने के कारण रख लिया था और जो अयोग्य होते हुए भी बड़ी बड़ी तनख्वाहें ले रहे थे। अगर इस व्यवसाय को सफलतापूर्वक चलाना है तो यह जरूरी है कि इस व्यवसाय में काम करने वाले कर्मचारी चाहे वे छोटे हों या बड़े, योग्य होने चाहिए, उनमें ईमानदारी होनी चाहिए और उनमें काम करने की शक्ति होनी चाहिए। इस कार्य को केवल शहरों तक ही सीमित नहीं रखना है, वरन् इसका उद्देश्य यह है कि इसको देहातों में भी फैलाया जाय ताकि देश का गरीब से गरीब आदमी भी अपनी आय में से कुछ बचत करके राष्ट्रनिर्माण के लिए दे सके। इसलिए इस काम को सफल बनाने के लिए यह बहुत आवश्यक है कि इसके कर्मचारियों को अच्छी ट्रेनिंग दी जाय।

जहां तक एजेंट्स का सवाल है हमको यह बतलाया गया था कि हजारों तो डमी (नाममात्र) एजेंट बन गये हैं। पिछली दफा भी इस विषय की चर्चा हुई थी उस समय भी यही कहा गया था। आज होता यह है कि अगर किसी को बीमा करवाना होता है तो वह यह कहता है कि मेरी पत्नी को एजेंट बनवा दिया जाये ताकि उसको मेरे पहले प्रीमियम में से ३५ या ५० परसेंट कमीशन मिल जाये और जब तक मैं प्रीमियम देता रहूँ तब तक उसका पांच या सात परसेंट मिलता रहे। आज ऐसे हजारों एजेंट हैं जो कि कभी घर से बाहर नहीं निकले और किसी का बीमा नहीं करवाया, केवल पांच रुपये देकर एजेंट बन गये हैं। मैं समझता हूँ कि इस व्यवसाय में एजेंट का स्थान बहुत महत्वपूर्ण है और उसकी योग्यता पर ही इस व्यवसाय की उन्नति निर्भर करती है। जो लोग बीमा करवाते हैं वे अपने प्रीमियम में से कुछ कंसेशन लाना चाहते हैं या अपने किसी रिश्तेदार को

एजेंट बनवाकर उसके द्वारा अपना बीमा करवाते हैं। इस सम्बन्ध में मेरा सुझाव यह है कि इस बुराई को दूर करने के लिए यह व्यवस्था की जानी चाहिए कि जो लोग सीधे आकर अपना बीमा करवाना चाहें उनको प्रीमियम में कुछ कंसेशन दिया जाये। ऐसा करने से लोग सीधे आकर अपना बीमा करवायेंगे और एजेंट के मार्फत नहीं आवेंगे।

इसके अतिरिक्त इस सम्बन्ध में मेरा दूसरा सुझाव यह है कि एजेंटों के लिए कोई परीक्षा रखी जानी चाहिए, जैसे कि हिन्दी साहित्य सम्मेलन की परीक्षा है। उसके लिए सरकार को कोई कालिज आदि खोलने की आवश्यकता नहीं होगी। सरकार केवल कोर्स (पाठ्यक्रम) निश्चित कर दे और उस परीक्षा की फीस निश्चित कर दे और यह जरूरी कर दे कि जो उस परीक्षा को पास कर लेगा उसको एजेंट बनने का अधिकार होगा। ऐसा करने से बहुत लोग एजेंट बन सकेंगे और आजकल जो एजेंट कम होने से अनुचित लाभ उठाया जा रहा है वह बन्द हो जायेगा। आजकल इसी तरह की बात नेशनल सेविंग सर्टिफिकेट्स के बारे में भी हो रही है। आज कल जमींदारों को मुआवजा दिया जा रहा है। सरकार चाहती है कि इसमें से वे लोग कुछ रुपये का नेशनल सेविंग सर्टिफिकेट्स खरीदें और इसके लिए कुछ रुपया काट लिया जाता है। लेकिन सरकारी कर्मचारी एजेंटों को वह पैसा देकर कमीशन दिलवाते हैं। यह जरूरी बात है कि जब वे ऐसा करते हैं तो उसमें कुछ हिस्सा अपने लिए भी कमीशन का रखते होंगे। अगर इस व्यवसाय में एजेंट्स की संख्या कम रही तो यहां भी यही हालत रहेगी। जिसको बीमा करवाना होगा वह अपने जाने हुए एजेंट के द्वारा बीमा करवायेगा और उसके कमीशन में से कुछ हिस्सा भी लेगा। इसको दूर करने का यही तरीका हो सकता है कि जो स्वयं सीधा अपना बीमा करवाने को चाहे उसको कुछ प्रीमियम पर रिबेट (छट) दिया जाय करे, जैसे कि किताबें बेचने वाले खरीदने वालों को कुछ कमीशन दे दिया करते हैं। और एजेंट उन्हीं लोगों को बनाया जाय जो कि निर्धारित परीक्षा पास कर लें। ऐसा करने से इस व्यवसाय की काफी तरक्की हो सकती है।

एक बात और है कि इसका ज्यादा से ज्यादा प्रचार देश में होना चाहिए। इस कार्य को पटवारी, स्कूल मास्टर और

ग्रामसेवक बहुत अच्छी तरह से कर सकते हैं। अगर यह व्यवस्था कर दी जाय कि इन लोगों को बिना लाइसेंस लिए ही यह काम करने का अधिकार होगा और बीमा कराने पर इनको एजेंटों की भांति कुछ कमीशन भी दिया जायेगा तो मैं समझता हूँ कि यह व्यवसाय काफी तरक्की कर सकेगा और देहातों में अधिक से अधिक फैल सकेगा।

कुछ माननीय सदस्यों ने अपने भाषणों में, और पहले भी जिस रोज कि यह बिल पेश हुआ था, यह ऐतराज किया था कि आखिरकार जब जीवन बीमा व्यवसाय का राष्ट्रीयकरण किया जा रहा है तो जनरल बीमा व्यवसाय का भी राष्ट्रीयकरण क्यों नहीं किया जाता और इसके साथ ही बैंकिंग का भी राष्ट्रीयकरण क्यों नहीं किया जाता। मैं समझता हूँ कि अगर सरकार ने अभी इन चीजों का राष्ट्रीयकरण नहीं किया है तो इसके मानी यह नहीं हैं कि वह ऐसा करना ही नहीं चाहती। इसी वर्ष हमने इम्पीरियल बैंक आफ इंडिया का राष्ट्रीयकरण किया है। इसके यह मानी नहीं हैं कि यह कोई आखिरी चीज हो गयी। अभी एक चीज हाथ में ली है, उसका अनुभव लेंगे और उसको ठीक जमा लेने के बाद फिर अगला कदम आगे बढ़ायेंगे। आज जीवन बीमा व्यवसाय का राष्ट्रीयकरण किया है। पर इसके यह मानी नहीं कि आगे जाकर जनरल बीमा व्यवसाय का राष्ट्रीयकरण नहीं होगा। इस काम को जमा लेने के बाद अगला कदम उठाया जायेगा जिसमें उसका भी राष्ट्रीयकरण होगा। थोड़ी चीजों को सफलतापूर्वक चलाना ज्यादा अच्छा है बनिस्बत इसके कि बहुत सी जिम्मेदारियों को एक साथ अपने ऊपर ले लिया जाय और उनमें गड़बड़ी पैदा हो। सरकार ने जो कदम उठाया है वह सही है और मैं समझता हूँ कि जल्दी ही सरकार बैंकिंग और जनरल इश्योरेंस के राष्ट्रीयकरण का भी कदम उठायेगी।

एक ऐतराज माननीय सदस्य श्री अशोक मेहता जी ने यह उठाया था कि सरकार ने पहले यह एडिनेन्स क्यों जारी किया। अगर उनको राष्ट्रीयकरण करना था तो पहले हमारे सामने एक बिल लाते और उसको पास करवाते। लेकिन मैं तो समझता हूँ कि सरकार ने एडिनेन्स पास करके बहुत अच्छा किया। अगर सरकार यह एडिनेन्स जारी न करती तो वही परिणाम होता जैसा कि वित्त मंत्री जी ने बतलाया था। उसका नतीजा यह होता कि एकाउंट इधर से उधर कर विवे जाते, फर्जी वस्तावेज तैयार

किये जाते, पुराने दस्तावेजों की जगह नये बनाये जाते। क्या इस सब का रोकना सम्भव हो सकता था। उसके बाद फिर सरकार को कानून द्वारा अधिकार लेकर इन सारे मामलों को फिर से खोलना पड़ता और बड़ी हैरानी का सामना करना पड़ता। इससे तो यही अच्छा हुआ कि लोगों को बुराई करने का मौका ही नहीं मिला। लोगों को २४ घंटे तक का मौका नहीं मिला। एक कम्पनी के मैनेजर तो यह कहते सुने गये थे कि वित्त मंत्री कम से कम २४ घंटे का तो मौका देते। मैं तो सरकार को धन्यवाद देता हूँ कि उसने एडिनेन्स जारी करके बहुत अक्लमन्दी का सबूत दिया और लोगों को बुराई और बेईमानी करने का मौका नहीं दिया। अतएव मैं इस विधेयक का हार्दिक स्वागत करते हुए अपना भाषण समाप्त करता हूँ।

Shri Feroze Gandhi: Sir, I rise to give my wholehearted support to the Finance Minister and to the Bill before this House. Once again I extend my greetings to the Finance Minister and I am quite sure, the greetings of the House. I welcome the entry of life insurance into the public sector with all its privacy gone. The Finance Minister has performed a difficult operation. It has been done neatly and cleanly; it has been short and swift. Nobody can complain that democracy is slow.

The whole question of nationalisation of life insurance has to be considered in the context of our national Plan and national planning. Our objective is to achieve socialist society.

I think that nationalisation of life insurance is a step, and a bold step, in that direction. Ideals have got to be related to reality and I think this is a step which should prove to the people of this country that we mean what we say.

Speaking for myself, Sir, I would say and would request the Government to go a step further and orientate a new policy and make it clear to the people specially to the private sector that the entire direction and control of investment must vest in the State. Unless this is done we can have no real planned economy.

By a single stroke today the Government have become the shareholders in many industrial undertakings. I believe the extent of the holding of life insurance companies in private companies and private concerns was about 12 per

[Shri Feroze Gandhi]

cent. That means to the extent of 12 per cent or 15 per cent we have nationalised this shareholding. I believe this aspect of nationalisation is causing some worry to some of our industries. Many objections have been put forth, some by the lords of industries and insurance and some by my friend Shri Asoka Mehta, as to why it was done by ordinance. I can assure the House that I know—I would not say that I know thoroughly but I know partially—the goings on in some of these companies. If it had not been done by ordinance we would have been in a horrible condition. The Finance Minister has explained the reasons and I need not go further into them.

In my own language I would say and quote to you from a play *Mrichakatika*. It says: "To hold a horse you need a rein; to hold an elephant you need a chain." That is the only explanation which I can give. It is true that the sins of a few have today visited the parlours of many. That is unfortunate. But, Sir, it is these few who have wrecked and shattered the morale of every single policyholder and investor. They are the only people responsible for it. It is these few who have degraded and disgraced the profession of insurance. Insurance was a co-operative enterprise in which a large number of people joined together to face a common risk, a common danger, the danger of death. Very soon these lakhs of people discovered that the only danger they were facing was the danger of losing what they had saved and what they had invested.

With regard to the workings of these insurance companies the Finance Minister has given the House a good idea of the internal working of these companies. A few days ago when I was looking into *Kautilya's Artha Shastra*, I discovered that what Kautilya had to say about embezzlement seems to be followed in practice by some of the companies. I would like to emphasise this point that when I am speaking whatever I have to say I say of some of the companies and not all of them.

Shri Gadgil (Poona Central): Quote the punishment provided by Kautilya.

Shri Feroze Gandhi: Kautilya says in his *Artha Shastra* that there are about 40 ways of embezzlement. The ways mentioned are, I will read out a few: 'what is realised earlier is entered later

on, what is realised later is entered earlier, what ought to be realised is not realised, what is hard to realise is shown as realised, what is collected is shown as not collected, what has not been collected is shown as collected, what is collected in part is entered as collected in full, what is collected in full is entered as collected in part, what is collected is in one part while what is entered is of another part, what is realised from one source is shown as realised from another source."

An Hon. Member: Kautilya was a great God.

Shri Feroze Gandhi: I have got very little time, Sir, and I would like the House to co-operate with me.

Mr. Deputy-Speaker: Hon. Members are afraid that those who do not know all these 40 ways may learn it hereafter.

Shri Feroze Gandhi: Then, further it is said: 'what is payable is not paid'. The Finance Minister mentioned something about it. Then again 'what is not payable is paid, what is to be paid in time is paid untimely, large gifts made into small gifts, what is gifted is of one sort while what is entered is of another, the real person is one while the person entered in the register is another, what has been taken into the treasury is removed while what has not been credited is credited' and so on. This, Sir, is just to illustrate what was going on in some of our companies.

Yesterday Shri Asoka Mehta and Shri Gurupadaswamy who spoke before me, both emphasised the close linking of insurance companies and banking to industry. Shri Asoka Mehta read one instance and then stopped, I do not know why. I think it would be in the public interest to reveal connections of some of our industrialists, big industrialists, with insurance companies and with banking concerns. We have the Birlas with Ruby General Insurance Company, New Asiatic, Bombay Life and United Commercial Bank; the Singhanias with National Insurance, National Fire and General Insurance, Free India General Insurance and the Hindustan Commercial Bank; Tatas with the New India Insurance Company, the Central Bank of India; Shri Goenka—not the newspaper Goenka, this is another Goenka—with Hercules Standard General and Hind

Bank and Shri Kilachand—Tulsidas Kilachand—with New Great Insurance Company and the Bank of Baroda. Now we come to Dalmia-Jain. I would like to explain something here. I say Dalmia-Jain for a specific reason. I think it is in the public interest that it should be known that Mr. Shanti Prasad Jain was elected a director of the Bharat Insurance Company the day that Shri Dalmia was arrested. Dalmia Jain have got the Bharat Insurance and the Bharat Bank which has been liquidated and now they have another called the Punjab National Bank. Lakhs of persons are insured and pay to these companies a premium of Rs. 55 crores.

The capital required for the functioning and starting of an insurance company is very small. I would give only one example. The Oriental Insurance Company which is the biggest insurance company in this country has a paid-up capital of Rs. 6 lakhs but it has a life fund of about Rs. 79 crores. There are today in our country about 170 insurers, transacting insurance business. What is the condition of these 170 companies? In the last few years—not out of these 170, probably there were more—the Finance Minister has revealed that 25 went into liquidation and, in the words of the Finance Minister, 25 so misapplied their funds that they had to transfer their business to other companies. The only losers were the policyholders. Nobody else lost.

Coming to the existing companies, 66 insurers did not submit their accounts and returns on 7-7-1955 to the Controller of Insurance. This return is required by law, but they did not ask for any extension of time either. 66 out of 170 did not submit their returns. 23 companies did not submit their returns and or valuations for the year 1954 even by October, 1955. That makes a total of 89. 11 companies are in the hands of administrators. That makes it 100. Since the Insurance ordinance was issued, four more companies are in this position, namely, either the securities are missing or the managing directors are missing. This is the picture which I would like to present to the House. *This is management by the private sector!*

Now, the Controller of Insurance has something to say about those companies not submitting their accounts

and returns. He takes a very serious view of it. He says in his last report :

“The list of defaulters published elsewhere in this publication shows that in spite of the repeated appeals made by the Controller of Insurance and the Executive Committee of the Insurance Association of India, the record of insurers in the matter of furnishing their accounts and valuations returns within the statutory time-limit has not shown any improvement. The matter has been carefully considered by the Controller from all angles in the light of past experience, and he has come to the conclusion that the delay in submission of returns is not in most cases due to any unavoidable circumstances but only the efficiency and willingness on the part of the insurers to take all steps concerned have not yet reached desirable standard.”

This is what the Controller of Insurance has to say.

In the year 1954, these companies collected a premium of Rs. 54 crores, but they spent nearly Rs. 15½ crores to collect the amount of Rs. 54 crores. This is by the private sector. Much is being made in the press and elsewhere about the big contribution of the private sector towards savings and what not. But for collecting Rs. 54 crores they spent Rs. 15.5 crores!

Let us now look at what the Government has done—what the public sector has done. The small savings scheme of the Government mobilised in 1951-52 Rs. 48.6 crores and the insurance companies collected Rs. 40.7 crores. In 1952-53 the figures are: small savings scheme Rs. 48.7 crores; insurance companies Rs. 45.2 crores. In 1953-54, the figures are: small savings scheme Rs. 43.6 crores; insurance companies Rs. 47.8 crores. This year, I think in the budget, the Finance Minister has said that the small savings have gone up to Rs. 65 crores, and we have done it not by spending Rs. 15½ crores for the mere collection. We have done it mostly by voluntary efforts of some women's organisations and by the few offices set up here and there in the country. This shows what the public sector has done.

[Shri Feroze Gandhi]

In connection with the management of these insurance companies, Shri Asoka Mehta asked why the Controller did not take any action. It is true. I am also puzzled why he did not take action. But when I look at the whole picture I find that it is extremely difficult to take action. The provisions of the law are there, but all sorts of legal difficulties arise. I know a certain situation arose about two years ago when the Government made up their minds to appoint a particular administrator in a particular company, but the legal advisers came in and said this cannot be done. There is hardly anything—there is hardly much which the Controller of Insurance can do to prevent malpractices and prevent bungling of accounts. The returns of investments are supplied, three months after the investments are made, to the Controller of Insurance. The other accounts of expenditure are submitted 18 months after. The Controller is more or less presented with a *fait accompli*, and most of these actions, I think are like murder. A murder cannot be prevented; it can only be detected; and the detection goes on in the usual, legal and democratic way. The Insurance Act has been amended ten times. I am quite sure that this House would have to sit for 365 days in the year and we would one day amend the Insurance Act and the next day amend the Constitution, and the process will continue throughout the whole year and in the meanwhile more ways would have been found by the companies for carrying on the same old looting. The proprietors of insurance companies are after all human beings. They are surrounded by money and temptation. How is the Controller to find out when one of them is going to be corrupt? How is he to find out? It is all right to say that the Controller of Insurance should do this or that. How is he to find out? Again, I will resort to Kautilya who says that it is like fish in water. The fish are surrounded by water and so you cannot tell when the fish will drink water.

This insurance industry has reduced itself in the estimation of every citizen in this country. It is no longer a service to mankind. It has become a criminal conspiracy to defraud policyholders. Let us examine the lapse ratio of some of these companies. I do not know why Members have not referred to it. This is a very important

factor. I have taken the figure out of the report contained in the Indian Insurance Year Book for 1955. I have noted down a few figures. In the All-India General Insurance Company, the lapse ratio is 39 per cent for a period of two years, that is, 0-1 year. That is the figure for 1953. For the same year, and for the same period, that is, 0-1 year, in the Bhaskar Insurance, the lapse ratio was 55 per cent; Bombay Life, 49 per cent; Bombay Mutual, 37 per cent; The Free India General, 31 per cent; Hindustan Co-operative—a very big insurance company, 38 per cent; Lakshmi Insurance Company, 35 per cent; Long Life Insurance Company, 66 per cent; National Insurance, 38 per cent; New Asiatic 47 per cent; New Great Insurance, 37 per cent; New India—it is a big company—40 per cent; Oriental, 20 per cent; Ruby General, 40 per cent; Bharat Insurance—no particulars available for 1952, 1953 and 1954; Commercial Insurance, 100 per cent. I could not get the figures for the other companies.

Now, take the Empire of India Insurance Company which was taken over by the administrator. What is the lapse ratio in this company? It is 14 per cent. It is the lowest lapse ratio amongst all these companies, among the big ones, and it is the administrator who is sitting there. It is the Controller of Insurance who sits there and he has revived the confidence of the insuring public. Partly, this lapse ratio is due to economic reasons. I agree. But partly it is due to the bogus insurance policies. But the biggest single reason is that the policy-holder, the individual who wants to insure, has lost faith in insurance. He does not know whether he will get his money or not.

The Finance Minister has referred to the misapplication of life funds of insurance companies. He has given a few instances. Now, the Lok Sabha can have a few instances from me. I do not know why the Finance Minister has used the word 'misapplication'. Probably it is more decent way of putting it. I would like the House to pay attention to this, because these are the ways in which the policyholders' moneys are being misused by the proprietors for their own purposes. (1) The proprietor of an insurance company had another company. The second company purchased in the state of Bombay, in the district of Thana, in the village of Nahur some land. The

purchase price of this land was Rs. 11,40,077. This land was sold to the insurance company—the proprietors being the same in both the cases—after a few months. The purchase price entered in the balance sheet ending February of a particular year was Rs. 11,40,077. After a few months, in the month of November or December, this land was sold to the insurance company for a staggering sum of Rs. 40,90,654. The loss to the insurance company was Rs. 28,79,587 and the proprietors in both cases are the same. The same proprietor owns these two concerns. This is management by the private sector. (2) This insurance company first took shares in a bank and the bank went into liquidation. I would like to point out that they were purchasing shares of their own concerns at high prices and the insurance company was paying for them. Afterwards, they were selling the shares to themselves at low prices and making money out of these insurance company funds. They purchased shares in a bank. The bank was liquidated and turned into an investment company. The loss which the insurance company incurred on the sale was Rs. 3,92,694. (3) This insurance company purchased shares in a colliery in Bihar and again the shares were sold to their own benamidars. The loss incurred was Rs. 71,443-8-0. (4) This insurance company purchased shares in a big industrial concern again in Bihar. After some time, the shares were sold and the insurance company incurred a loss of Rs. 2,93,726-8-0. (5) This is a peculiar one, which I have not been able to understand. People who know something about it may throw some light. The same insurance company bought shares in a textile mill in Bombay on the 16th June in a particular year for Rs. 26 lakhs. Now, see what they did. The shares were sold on the same day and the insurance company incurred a loss of Rs. 52,000. I cannot understand how this could have benefited the policyholders. The office opens at 10 o'clock and closes at 5 o'clock; the shares are purchased and sold the same day. How can anyone imagine that the policyholders can gain anything by this? The loss due to the sale of these shares was Rs. 52,000. (6) This insurance company purchased shares in another textile mill in Bombay on the 16th June in a particular year for the staggering sum of Rs. 47,70,000. The shares were sold on the same day and the insurance company incurred a loss of Rs. 1,59,000. (7) On the 30th April

in a particular year this insurance company purchased shares in a newspaper concern in Bombay for Rs. 26,10,000. This is an illustration to show how the moneys of insurance companies, the life funds of insurance companies have been misused for the purpose of acquiring industrial undertakings, the proprietors being the same in both cases. The shares were sold a few months later and the insurance company incurred a loss of Rs. 67,500. (8) This is a remarkable case. In a big company—not a small company—the pages in the Directors' Minute Book were not numbered. The proceedings were just typed and pasted in position with no numbering of the pages. (9) The power of attorney was given to a complete stranger who was neither a member of the Board of Directors nor an officer of the company to operate the accounts of this insurance company. This is a remarkable case. I would like to read out something. In the case of some transactions like the Nahur property transaction, valuations are made. The insurance companies do everything in a legal way. I would like to read out an extract from a valuation report which is very interesting. I do not want to name anyone; but I just want to read extracts.

Shri U. M. Trivedi (Chittor): On a point of order, Sir, the hon. Member is taking all the time for giving the examples which he has got in his book. He can advance arguments by giving one example, instead of taking the time of the House.

Mr. Deputy-Speaker: The hon. Member started at 12-20 and it is 12-45 Now. He has taken 25 minutes. I propose allowing him 40 minutes in all, because he is supplying information. I am not merely here to measure the rod and ring the bell. This is a major measure and he is supplying information. Changes here and there whether "a" must be added or "d" must be subtracted is a matter for the draftsman. So far as the tightening is concerned, it can be done. Here is a major issue whether the insurance companies must be taken hold of by way of State administration or not. If the hon. Member gives only one instance, other hon. Members who are interested in private enterprises may say, "After all, one swallow does not make a summer". Therefore, I will allow the hon. Member sufficient time.

Shri G. D. Somani (Nagaur-Pali): He is giving one instance and repeating the same thing.

Shri Feroze Gandhi: I accept the challenge; you give the balance sheets of the companies....

Shri G. D. Somani: Balance sheets are available.

Mr. Deputy-Speaker: Order, order. Hon. Members will address the Chair.

Shri Feroze Gandhi: The other companies have been referred to by Mr. Deshmukh, Mr. Asoka Mehta, Mr. Gurupadaswamy and so on. I only refer to one type of company in which I specialise.

I was about to read from the valuation report. When I used the words "organised criminal conspiracy" this is what I meant. This is the valuation report of the same property by another valuer in Calcutta. One is from Bombay and this one is from Calcutta:

"On account of War and its after effects the cost of construction has gone up three to four times above the pre-War cost. On account of this rise in cost of construction the value of these buildings had been increased over three times."

Except for a few valuation figures, it is exactly the same word for word. This is the kind of valuation which insurance companies, at least some of them, used to put through.

I now come to the agents. Mr. Asoka Mehta has given us detailed information about the percentage of men, percentage of women, where these women come from, who hide behind them etc. Everything he has explained. I do not want to say anything about that. The only thing I would like to mention with regard to these agents is that a very large number of them were kept only for one purpose, that is passing back payments to the proprietor. The agent will not get much. Probably he will get about Rs. 150 a month. They are used for purposes of paying back to the proprietor or manager, whoever they might be, this money which they get.

Now I would like to say a few words about the employees. The Government should assure the employees of the insurance companies that there is no intention of doing away with their services

and all the employees will be utilized and kept in service. There is no reason why we should get rid of anyone of them. In fact this scheme is going to expand. If in another year or two we find that the total insurance premium goes up, say to about 100 or 150 crores of rupees, there is no reason why we should get rid of any of these employees. They should be given an assurance that there is no danger of their losing job. Some complaints have come that employees of some of these companies have not been paid their salaries. This is rather sad and we hope that the Finance Minister will do something about this and put things right.

This business of insurance requires a very small amount to begin with. I have given two figures to show how the paid-up capital is insignificant when compared to the other companies. All that is required is to collect some money, spread a few offices here and there and appoint a few agents and begin business. Then money starts flowing in. It is all a matter of luck and pluck, luck in finding enough people to pluck. This is not mine. This is a quotation from a big American magnate who said about insurance that it is only a matter of luck and pluck, luck in finding enough people to pluck.

Now the State has taken over the management of these companies and very soon insurance will be nationalised. I think that the policyholders as well as the public in general will come forth and extend their co-operation to the State enterprise.

I am in agreement with my friend Mr. Gurupadaswamy that there should be an element of competition. There is no reason why we should have only one corporation. Let us have four corporations and let there be competition amongst these four corporations and let each corporation show what it can do. I support the suggestion of my friend Mr. Gurupadaswamy.

In the end I would like to suggest to my friend the Finance Minister that the principle and basis of all insurance should be that which was very well put by one of our great poets, Rahim. Rahim had something to say about it.

Mr. Deputy-Speaker: But was it about insurance?

Shri Feroze Gandhi: This is the principle and basis.

Shri Veeraswamy: Some hon. Members take a major portion of the time of the House with the result that several Members are not able to get a chance to speak. Therefore I would appeal to you to enforce the time-limit.

Mr. Deputy-Speaker: Very good. But, after all, if I allow one hon. Member to take some more time then I will try to reduce it from the time that may be allotted to that group. So this will not interfere with the time allotted to the other group.

Shri Feroze Gandhi: Life insurance should be conducted on the principles laid down by this great poet. He said :

तरुवर फल नहि खात है,
सरवर पिये न पान ।

This should be inscribed on all the doors of the corporation. Translated it means : a tree does not eat its own fruit and a river does not drink its own water. The tragedy of the private sector is : leave alone the fruit, they swallow up the whole tree. I would not like to take more time of the House. I support the Bill.

Shri G. D. Soman: At the very outset I should like to congratulate the Ministry of Finance for keeping this decision a top secret and I must admit that the issue of the Ordinance really came as a bomb-shell to those who were in-charge of the management of insurance companies and, as the hon. Finance Minister explained, the way in which the arrangement was completed really does credit to the Ministry of Finance.

It is true that the entire issue of nationalising the life insurance was under enquiry and scrutiny for a pretty long time. But nobody was expecting that the decision of the Government will be announced so soon and so precipitately and specially in the manner in which it was done. I would like to submit, as my hon. friend Shri Asoka Mehta submitted yesterday, that there was absolutely justification for issuing an Ordinance in regard to this far-reaching issue. It was only fair, and I submit that constitutional propriety and democratic traditions required, that an issue of such far-reaching consequences should have been first placed before the House and the final decision should have been approved by Parliament. I have heard with full attention what the hon. Finance Minister had to say and what the preceding speaker also just had

to say about the risks involved in putting a Bill before the House and the risks involved in the interim period of getting the Bill approved by the House. I can only say that the hon. Finance Minister has under-estimated the capacity and the competence of his own Department in its ability to cope effectively with those who may have indulged in frittering away the resources of the companies in the interim period. Sir, I can hardly believe that it is beyond the capacity of any vigilant and efficient administrative machinery to deal and deal effectively with those who would have been found guilty of frittering away the resources, or in indulging in any irregular tactics after the Bill had been introduced in the House. They could certainly have been taught a very good lesson, which would have done much more benefit to the community at large than the promulgation of an ordinance and the presentation of a *fait accompli* to the House.

1 P.M.

Now, Sir, coming to this major question of malpractices which has been given as the chief reason for taking this drastic step of nationalisation, I would like to make a few submissions. I have just heard attentively what the preceding speaker had to say by way of quoting example after example about the various irregularities perpetrated by the same insurance company. But first of all let it be realised at the very outset that the entire picture of these irregularities is being painted in a manner which is out of all proportion to the real situation as it exists. Now, let us face the facts.

The entire life insurance fund of all the insurance companies today stands at about Rs. 390 crores. Now the Finance Minister has given us figures of government securities that were missing from certain companies in Calcutta, Bombay and Kanpur. From those figures I think it is safe to assume—and I hope the hon. Minister sitting on the Treasury Benches will correct me if I am wrong in my interpretation—that the Government of India have been able to account for each and every single pie of this Rs. 390 crores, except the securities of Rs. 30 lakhs in Bombay, Rs. 30 lakhs in Calcutta and Rs. 15 lakhs in Kanpur. Now, Sir, if out of a total life insurance fund of Rs. 390 crores particularly the way in which this surprising decision was taken, a sum of only Rs. 75 lakhs worth of securities could not be accounted for, then, one must realise

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the disproportionate and the exaggerated interpretation that is being placed on the manner and the extent of irregularities that were prevalent in the insurance industry. The total figure is even less than one-quarter per cent of the amount involved.

Sir, much is being made of a number of irresponsible people who may have indulged here and there in irregular practices. Why cannot the facts be placed before the public? Let it be admitted that it was only a quarter per cent of the entire amount involved that was the subject of certain irregularities and the Government of India were able to locate each and every single pie of the colossal amount of Rs. 390 crores of the various companies. Is it seriously contended that if a Bill had been presented to Parliament, anything serious would have happened to this entire colossal amount of Rs. 390 crores in the interim period? I submit that this allegation, or this insinuation about the irregularity of the dealings of insurance companies is being carried to absolutely disproportionate levels.

Now, coming to the question of these irregularities, the hon. Finance Minister referred and the preceding speaker gave, example after example of the irregularities committed by a particular insurance company.

Mr. Deputy-Speaker: Do all of them relate to only one company?

Shri G. D. Somani: Yes. He himself admitted it. He specialised in the accounts of one company, from the accounts of which he quoted figures. He did not refer to any other company, but he scrutinised the accounts, the balance-sheets and the reports of only one company from which he quoted example after example. That is what he admitted.

Mr. Deputy-Speaker: He referred to shares being purchased in the morning and sold in the afternoon.

Shri G. D. Somani: He referred to only one company's transactions.

Dr. Lanka Sundaram (Visakhapatnam): The example of 1, 2, 3 and 4 are from one company.

Shri G. D. Somani: My submission is that the example he gave referred to one company alone and he himself admitted that he had specialised in it.

Shri Bhagwat Jha Azad: (Purnea cum Santal Parganas): He said that if the balance sheets of other companies are scrutinised similar irregularities could be found out.

Shri G. D. Somani: In reply to my hon. friend, I might say that the hon. Member himself confessed to me in the lobby that he was looking and searching for certain irregularities in a certain company but he was disappointed that he could not find anything in the accounts of that company.

Shri Bhagwat Jha Azad: That shows the efficiency of that company in hiding it!

Shri G. D. Somani: That shows that the hon. Member was quite vigilant and active during all these days to find out the irregularities of the various companies, and except the one company about which he has given so many examples, he could not find a single act of irregularity in the accounts of other big companies. Otherwise, it is safe to assume, that he would not have failed to give an interesting account of the irregularities committed by those companies.

Therefore, I would submit that Government have been less than fair and just in presenting the case of the entire insurance industry. I would like to be enlightened whether certain facts are still to be disclosed and whether out of this life insurance fund of Rs. 390 crores any other amount excepting Rs. 75 lakhs are involved? If not, let the hon. Finance Minister admit to the credit of the insurance industry that 99½ per cent of this fund were safely accounted for.

The Minister of Revenue and Civil Expenditure (Shri M. C. Shah): These Rs. 90 lakhs are the securities missing.

Shri T. N. Singh (Banaras Distt.—East): They have not referred to other irregularities committed by them.

Shri G. D. Somani: Before I pass on to other topic, I would first like to say that no words are strong enough to condemn the activities of those who misused public funds to suit their own selfish ends. Let it also be noted by hon. Members even in the case of that particular company that he was a party who had substantial means at his disposal, and that the entire amount of Rs. 2 crores, a colossal amount indeed, was recovered by Government within a few weeks the irregularity came to notice. Here you are dealing with a group of

persons who have a stake in the country and who have got certain business organisations in the country. Naturally nobody can safely doubt the logic of the statement that a person having a stake, and having vast business organisations will be much more afraid in indulging in all these anti-social activities than an officer who has very little stake; and even when an irregularity committed is detected, the chances of recovering anything from that officer will be far more remote.

I am not in any way defending the action of anybody who indulged in any kind of irregular activity, but what I want to point out is this. Here the Government were able to recover the full amount, because the party had substantial stake in the country; the very fact that he has so grievously suffered for that mistake is itself a lesson to other people. Therefore, I submit that this charge of irregularities in the administration of insurance companies has been exaggerated out of all proportion to the gravity of the problem.

Then, Sir, the question of liquidation was also referred to by the preceding speaker as well as by the Finance Minister. Here I would like to give certain statistics as to what has happened in the United Kingdom. We are told that the standard of morality in the United Kingdom was the highest and in spite of the fact that there were no stringent regulations, the administration of the companies was quite efficient. But even in the United Kingdom, 96 insurance companies have been wound up against 25 in India and 850 companies have been absorbed by other companies as against 25 in India. This is the period for which figures in India have been quoted. During the same period 96 insurance companies had gone into liquidation in the United Kingdom and 850 companies were amalgamated with other companies.

Some Hon. Members: What are the total number of companies there?

Shri G. D. Soman: I have not got the total number of companies. But what I want to submit is that the figures of liquidation do not give a clear picture. In the year 1949, two insurance companies went into liquidation. A sum of Rs. 52 lakhs was involved as against a total business of Rs. 547.5 crores, that is, outstanding in that year. In 1951, two companies again went into

liquidation. A sum of Rs. 27 lakhs was involved as against a total business of Rs. 637.6 crores. In 1952, three insurance companies went into liquidation. A sum of Rs. 25 lakhs was involved against a total business of Rs. 638.6 crores. In 1953, 4 companies went into liquidation. A sum of Rs. 90 lakhs was involved as against a total business of Rs. 707.5 crores. My submission is that, after all, in the ordinary course of business, in any business, certain failures, certain liquidation may take place. But, it is very relevant to remember the percentage of liquidation involved in comparison with the total business that the insurance companies have been doing. We were also told what the achievements of the Government companies were. Here, I cannot do better than quote a little from the speech of Shri A. D. Shroff, who had devoted a considerable part of his speech last year to this aspect. He says :

"The case against nationalisation is strengthened by achievements of Indian insurers which were most encouraging. Their business turnover, since the war, compared favourably with that in the U.K. and the U.S.A., Canada and other highly developed countries. On the other hand, the Indian Postal Life Assurance had increased its business only by 16 per cent during the decade ended 1952 as against an increase of 214 per cent in the life insurance business of Indian insurers. Further, the resources at the disposal of the insurance industry, during the period 1948 to 1953 had expanded by more than 60 per cent as against an actual decline in the demand and time liabilities of Scheduled banks. In this respect, Indian insurance compares very favourably with similar financial or similar institutions in India."

My point in quoting this is only to show that on the one hand, the achievement of the Indian insurance industry is being belittled or is being forgotten in the face of certain charges or malpractices or irregularities—during the entire period, the Indian insurance companies had to struggle against heavy odds and they have placed so many companies on such a sound basis—and on the other hand, the positive side of achievement has been totally ignored. I think the attention of the hon. Finance Minister must also have been drawn to this. Neither in his broadcast, nor in

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his speech the other day, he had not one word of appreciation for the achievement of the various insurance companies, for the sacrifice, perseverance, initiative and enterprise that these companies have shown throughout a difficult period in achieving the position which they enjoy today, and which are now being handed over to the Government.

I would also like to say something about how the nationalisation of insurance has been done in various foreign countries and with what results. We are all aware that in the U.K. the Labour Party made this an election issue in 1949. They wanted to nationalise the life insurance business when they were returned to power. But, after the issue was properly debated and a poll of the policy-holders was taken, this programme of nationalisation was dropped by the Labour Government themselves. The problem of nationalisation of insurance was also comprehensively studied for 3 years by a Royal Commission in Socialist Sweden in 1949, and it gave a categorical decision against nationalisation. In Norway also, a special committee appointed to consider this issue was unanimously against nationalisation. A Committee appointed in Holland as early as 1917 to consider the feasibility of nationalisation of insurance came to the conclusion that nationalisation was neither necessary nor desirable. Attempts have been made in some European and South American countries to run life insurance as a State enterprise; but the results shown by public enterprise in this field have not been favourable. In Mexico and other countries, life insurance was nationalised and made into a State monopoly mainly because the business was exclusively in the hands of foreign countries. In the case of Mexico, the business was handed over to private companies. In France, Denmark, Australia, New Zealand, etc., life insurance is being run as a public enterprise side by side with private enterprise. In all those countries, the private sector is showing better results.

The hon. Finance Minister in his broadcast said that wherever this question of nationalisation and working of nationalised insurance companies was taken wholeheartedly by any country, success was achieved. But, he has not indicated as to which country he referred. From what one knows, the history of nationalisation of insurance in various countries gives a different picture. It will be interesting to know from the Finance Minister as to the success of

nationalised insurance in any country where it was wholeheartedly tried and where it was found that it was a grand success.

I would like to refer to the assurances that have been given by the hon. Finance Minister to the private sector in regard to nationalisation of insurance. He said in his broadcast that, so far as the use of the life insurance companies' funds is concerned, to the extent to which the private sector's industrial concerns were securing funds from these insurance companies, this would be continued to be allowed. He has not said anything about this in his speech the other day while introducing this Bill.

Shri M. C. Shah: The qualifying phrase you have not stated.

Shri G. D. Somani: The information from the Calcutta market is that instructions have been issued by the Controller of Insurance that 85 per cent of the available funds must be invested in Government securities and only 15 per cent in any other approved securities, preference shares, debentures, etc. These instructions do not seem to be in conformity with the assurances that were given by the Finance Minister. I would like to know categorically as to how the private sector stands now in regard to the life funds of the various insurance companies, whether the assurance given by the Finance Minister in his broadcast would be fulfilled and whether the private industrial sector would continue, of course, on the merits of each and every case, to get the financial assistance which they have been getting from the insurance companies all along.

It was said that one of the reasons for nationalisation is the Second Five Year Plan. It is quite relevant to point out that since the private sector has been assured the same quantum of money from the life funds as it was getting all along, naturally, there will be no further increase in the percentage of availability to the Second Five Year Plan in the public sector. What I want to draw attention to is this. From the funds of the life insurance companies, the public sector or the Government will continue to get the same quantum as they were getting. That reason cannot stand or justify nationalisation or the taking of such a drastic step. Life insurance business is of a highly complex nature and it requires a lot of flexibility, initiative and a vast organisation. It remains to be seen how far the assurances

given about delivering the goods will be fulfilled. But so far as experience of the public sector undertakings goes, one can really doubt whether the public sector or the bureaucratic Central Government machinery would really be able to function so smoothly and economically as it has been so far functioning.

Shri M. C. Shah: Perhaps better.

Shri G. D. Somani: That would be quite welcome. I would also like to have an assurance from the Central Government that if it does not function better, then, there will be no hesitation in denationalising the insurance business.

Some Hon. Members: Never.

Shri G. D. Somani: The Government of the U.K. have taken the bold step of denationalisation of steel and other things when they found that things were not moving well. Hon. Members are persisting in saying never. Whether the business is done efficiently or otherwise, this decision has been taken on doctrinaire or ideological considerations.

Mr. Deputy-Speaker: Did the same Government do so there?

Shri G. D. Somani: Whatever the Government in power.

Shri Asoka Mehta: On ideological grounds.

Shri G. D. Somani: The experience of nationalisation in the United Kingdom has convinced even the leftist party about its inability to deliver the goods.

Here, the alleged irregularities in the private sector have been given as the reason for nationalisation. I do not think any hon. Member in this House will entertain in the least any assertion from the private sector that if there are irregularities in the public sector on that account the public sector should not be allowed to expand. It is after all the competence and vigilance of the administrative machinery which could have done a lot in avoiding these irregularities about which references have been made. Government enjoyed vast powers. Even in the various reports of the Insurance Controller a reference was made, but no specific instance of irregularity was pointed out. The powers enjoyed by the Government were not utilised properly. My submission is this that if the department concerned had been more vigilant and careful and efficient, most of the irregularities would not have been committed at all. After all,

whether it is the businessman in the private sector or whether it is the official in the public sector, we are members of the same community. We have got these human weaknesses everywhere. The standard of morality is not high for a member of the public sector and low for a member of the business community. It is a question of tightening the vigilance of the administrative machinery. I do not think it is right to claim that the officials of the public sector are supermen. They also have human failings. As I had occasion to point out, the risk of abuse being perpetrated by an official who has no stake in the country is much more greater than the risk of any irregularity committed by somebody who has got a vast business organisation and who will not only suffer in his reputation but whose entire business organisation will collapse the moment the irregularities come to the notice of the Government and the public. Therefore, even from the practical point of view, when the hands of the public sector are too full when there are so many things to be done by one Government, they are over-straining their resources in administrative and technical personnel to take risks which might land the country into difficulties rather than accelerate the pace of development for which it is being done.

So far as these irregularities are concerned, I would also like to make a last submission, and that is this that the private sector will welcome if an impartial commission is appointed to go into the entire question of the growth and development of the insurance industry. Let an impartial verdict be given as to whether the industry played the game, whether the industry, in spite of all the handicaps and obstacles, executed its task with initiative, with enterprise, with efficiency, with economy on the whole, and whether the irregularities or bad investments are of the order they are imagined to be.

Mr. Deputy-Speaker: Is it contended that it is because of mismanagement and irregularities nationalisation is resorted to? Or, is it a matter of policy and in addition there are irregularities also?

Shri G. D. Somani: As I was submitting, as far as the Plan is concerned, this policy is not going to make any difference, because the Government say they will continue to make available to the some extent as before the resources of the insurance companies to the private sector. Therefore, there is no question of any difference being made by

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nationalisation to the resources of the Second Five Year Plan. Therefore, the only thing that is being repeated is these irregularities. Examples have been given. Here, my submission is that it is not out of all proportion when Rs. 400 crores are involved, when so much business is involved. I would like to have a categorical statement as to what is the percentage of these irregularities and whether they are not quite insignificant compared to the volume of business that has been prevailing and compared to the total investment involved. My whole interpretation of this is that it is only $\frac{1}{4}$ per cent of the funds which was missing. Of course, the question of bad investments remains separately. Government may not have yet been able to examine the nature of the investments which the insurance companies have made, in respect of which the shares and securities may be lying with the companies. That is another matter.

Shri T. N. Singh: Temporary misuse of funds may have been covered up at this stage, but what about misuse in the course of the year!

Shri G. D. Somani: As I said, let an impartial enquiry be made. Let a commission go into the question of the achievements and drawbacks of the industry, because it is a very serious thing that when the industry is nationalised, something is being put on record as if, except for a very microscopic minority, the entire industry has misbehaved, has failed in efficiency, in management, to act on business lines. I submit this is a very serious charge which has not been substantiated, and in fairness to those who are in charge of the industry I submit that much more information should be given to the public and to this House if this charge has to be substantiated. Otherwise, it is only fair that there should be appreciation of what has already been achieved by this industry. If it is the State policy to resort to nationalisation now, it is only fair that at the time of nationalisation the achievements of those who have made the industry what it is and brought it to its present position against heavy odds, should be acknowledged.

Shri B. S. Murthy (Eluru): That will be done now.

Shri T. N. Singh: Will you agree to an enquiry by a committee of this House into the conduct of the private sector generally in all its branches, not only insurance?

Shri G. D. Somani: In every branch. I accept the principle of an impartial enquiry whether by the hon. Members of this House or by persons outside. Let that commission go into the entire question as to how private industry has behaved in the matter of insurance before such a wild charge is levelled against it that it is an absolute misfit, that it is inefficient, that it has no integrity, and that except for a microscopic minority everybody has misbehaved. It is too sweeping, and I think the private sector deserves at least this treatment that before such a decision is announced, justice should be done to it so that the situation in its proper perspective may come before the House and before the Members. My submission is that this question of irregularity has been stressed out of all proportion and therefore much damage has been done, because it is not a question of the insurance industry alone. So far as I am concerned, I hold no brief for the insurance industry, but because of the effect that this will have, because of the very wild repercussions that it will have on the entire functioning of the private sector in the Second Five Year Plan, let this charge be gone into and let a commission be appointed to go into the matter, and find out if the charges levelled are true or not. As it is the argument is based on certain examples given by the Finance Minister or by the different speakers, but I seriously challenge the validity of the argument that most of them have misbehaved. I say this is far from true. Only a microscopic minority has misbehaved in relation to the total amount involved. The industry as a whole has played the game, has placed the insurance business on a sound basis and is handing over to the Government and the community at large something of which the country can really be proud.

Shri Gadgil: I should first like to congratulate my friend Shri Feroze Gandhi on his very brilliant speech. A more powerful charge sheet against private enterprise in the insurance industry cannot be imagined. I am also glad that some attempt, however apologetic, to meet some of the main heads in the charge sheet has been made by Shri Somani. His plea that there should be an enquiry into what the private sector did in this particular industry is welcome. I always stand for enquiry when wild allegations are made—for example, so far as the Bombay riots are concerned. Therefore, it is only fair that no men should be condemned

unless he is given an adequate opportunity and proper facility for whatever he has to say.

Dr. Lanka Sundaram (Visakhapatnam) : Enough rope to hang himself?

Shri Gadgil: But that appointment of an enquiry commission need not delay nationalisation which has been already decided upon by the Government. The first step in implementing that decision has been the issuance of the ordinance.

I find from the various criticism made in the press and by other men interested in this industry that some say the decision has been too sudden, some say that this is too soon. *The Hindu*, one of the most prominent papers in South India has stated that this is being done for the inauguration of a socialistic society, for which the country has not given the mandate yet. So far as this point is concerned, I would like to meet the argument of *The Hindu* by saying that the ideal of a socialistic society is not a fad of the Congress Party, but it is something which was accepted by the Lok Sabha on 22nd December 1954, the full constitutional implication of that being that it is the verdict of the country to the extent that this House represents the country. Interests may change in the next general elections, but that policy stands. Therefore, whatever be the colour of the Government, they are bound to give effect to this policy.

So far as the Congress Party is concerned, as early as 1938—at least you and I were there in the Central Legislative Assembly at that time—when the consolidation Bill was brought before the House, some of us even then pleaded for nationalisation.

In 1950, another amending Bill was brought before the House, which I had the honour of piloting. In the report of the Select Committee on that Bill, the arguments advanced by the Congress Party Members were as follows :

"We hope that the present Bill will not only safeguard the interests of the policyholders and place the insurance business on a sound footing, but giving larger powers of control to the State, it will add to the experience of the public administration in handling insurance business and habituate the private enterprise to accept public control in the larger interests of the community, and thus pave the way for nationalisation."

Speaking later, I said :

"A regulatory economy is from one point of view in the larger interests of the community; and from the other point of view, the capitalist with justification, strong enough according to Mr. Masani, can say that this is an authoritarian doctrine. But so far as the economy of this country is concerned, it is evident that we have accepted a sort of regulation in the matter of industry and business, and it is now no longer valid to raise this question either in the sphere of insurance business or any other. The fact must be accepted that the progress of this country is on the lines of regulation. The stages by which ultimately the capitalist economy can be turned into an economy of the people may be slowed down or quickened according to the colour of the Government that may be in power at that particular moment."

Therefore, to say that the decision has been too soon or too sudden is not keeping pace with the facts.

Apart from this, I think it was in the month of November or December last that a question was asked in this House, "What about nationalisation of insurance", and the reply given by my hon. friend Shri M. C. Shah was that the matter was under consideration. So, it is not as if the decision has been taken suddenly.

I agree that the regulatory realm and the mechanism of the Controller that was visualised in 1950 in the amending Act has not worked, according to some, satisfactorily. But crime does not cease to be a crime because it is not detected. The crime consists in the act itself; therefore, it does not become a crime only because it is detected. You may condemn the department of the Controller of Insurance, or what he did or what he did not do. But that is no justification for pleading that what was done by certain insurance companies was just or fair.

The whole thing has now to be viewed in a different context. Now, we have a planned economy. In a planned economy, with certain economic objectives well defined in our Constitution and also adopted in our First Five Year Plan and Second Five Year Plan, it is obvious that the State must have full control over the economic field in the country. And institutions of finance as

[Shri Gadgil]

well as individual concerns must be regulated in the matter of investment, according to the plan that has been accepted.

My submission is that when we are accepting a socialist pattern, the responsibility for capital formation should not be put on the private sector, however big or small it may be. It is a responsibility of the community, and in order to discharge it satisfactorily, the community must have full control over the economic surplus in that community. Leaving any economic surplus in the hands of the private sector would lead to many undesirable effects, for economic power virtually means power to command the labour, and when such a power is there, it is bound to be exercised in a manner which will not be in the best interests of the country.

Take, for example, the various agents, sub-agents and branch managers that are appointed. Just a little while ago, the criticism was made that appointments were made not on the basis of merit but on other considerations. Nationalisation, apart from its economic aspect, is a moral strategy as well. And since we are wedded in this country to give every man equality of opportunity, we can secure that objective only when there is a general system of nationalisation working in the whole country.

So, We have to look at this question from the point of view of whether nationalisation of this particular industry is in the best interests of the country or not. Any other test or any other criterion will not be correct. In this connection, the tests laid down by the Finance Minister in his speech are : the premium maximum yield, the employment opportunities, the character of the whole thing and the business being managed as a trust.

In this connection, I would like to invite the attention of the House to what Mr. A. D. Shroff said on 29th June 1955, when he addressed the annual general meeting of the shareholders of the New India Assurance Co. Ltd., In such a proposal, he said :

"The main facets of this problem which need to be considered in arriving at balanced and informed conclusions are :

(i) the social and economic purposes underlying the proposal to nationalise;

(ii) the character of the industry and its adaptability to nationalisation;

(iii) the performance of the industry under free enterprise;

(iv) the ability of the industry as a free enterprise as compared to a State-owned one, to develop ultimately fulfil the national objective of obtaining optimum production capacity within the shortest possible period; and

(v) the experience of other countries in regard to nationalisation of the insurance industry."

These are the tests in the light of which we must consider the question of nationalisation of this particular industry. I am not referring to those general tests regarding nationalisation, such as that the cost of production should be less, the service should be cheaper and more efficient, there should be full employment, there should be an equitable distribution of the wealth and so on. I am referring here to certain specific tests so far as the nationalisation of the insurance industry is concerned. I agree that the five tests suggested by Shri A. D. Shroff should be applied to what is being done now.

The first test is the social and economic purposes underlying the proposal to nationalise. The economic purpose obviously is that we must have a complete control, that is to say, the State must have a complete control, over the economic surplus functioning or available in the country. I think for that purpose, institutional finance and individual finance must be so integrated in this system that no one will have an opportunity to invest it in a manner which will not promote the best interests of the country; for in a planned economy, everything must function according to certain well-defined and well-understood ideas.

Then I come to the character of the industry and its adaptability to nationalisation. I appreciate that this industry has a peculiar significance, because it has been said by one of their experts that insurance is not brought but sold, and if it is sold, it requires a special type of canvassing. I agree that it is necessary, I also concede that in certain circumstances private enterprise in this field may do. But the test now is that we have to balance this advantage against the advantages which we think

will flow from nationalisation of this particular industry, and if we come to the conclusion that the advantages of nationalisation far outweigh the advantages of the private sector being allowed to function, then surely it will be our duty to take it over.

Now, a reference was made to the Labour Party reconsidering their socialism so far as nationalisation was concerned. I may assure my hon. friend, Shri G. D. Somani that there is sometimes some vacillation; just as in the mind of an individual, it is also in the mind of the Party. But you will find from the latest trend in the Labour Party—he must have read articles written by Mr. Bevan—that there is no socialism if there is no nationalisation of industry. He is, therefore, trying to inject new vigour in the body thought, so to speak, of the Labour Party, and I shall not be surprised if that issue once more figures prominently in their next election manifesto.

The point is that we have to take into consideration the experience of other countries. There is no doubt about it. But the experience of other countries is to be interpreted in the context of the social, economic and ideological conditions of the country and the community concerned. We have now seen that we want so much more money for financing our Second Five Year Plan, and unless we have complete control, as I said, of institutional finance, it is not possible successfully to achieve the targets contemplated in that Plan.

Now, I do not want to belittle the achievement of the private enterprise in this field. I am sufficiently fairminded. I have no doubt that if this industry had not done good work, life business would have continued the monopoly of foreign companies. But that monopoly has been broken. If you take the figures of our companies doing life work for the last twenty years, they have practically ousted the foreigners from the field so far as life insurance is concerned. If you want a certificate that you have done something, in spite of a powerful indictment by Shri Feroze Gandhi, I am quite prepared to give you a good certificate and ask you to sacrifice your overall interest in the national interest.

Shri G. D. Somani: Agreed.

Shri Gadgil: The verdict of the House is there. The establishment of a

socialist society is binding on you, is binding on me, because at that time it was passed unanimously and there was no division challenged. Even Shri G. D. Somani or Shri Tulsidas cannot escape from the implications of that parliamentary decision.

The other aspect is this. You have done. But have done enough? That is the test. From the speech delivered by Shri C. D. Deshmukh, it is obvious that more could have been done. You could have lessened the rate of premium. Something was being attempted a few days ago. But you could have done it much earlier. You could have made it more popular. You could have mopped up considerable savings from the rural side, this that and the other. No doubt, some idea of what private enterprise wanted to do in the next ten years was given by Shri A. D. Shroff and I find that if that is taken over by the Government, according to the scheme propounded by Shri A. D. Shroff, it will mean employment for another half a million people. This is what he says :

"It must be fully realised that to tap this immense potential, a huge field organisation, properly equipped and initiated into the science and art of selling insurance, is a prime necessity. Our calculations show that to service India's 5,655,000 villages with a population of approximately 30 crores and 4,544 towns and cities with a population of about 6 crores, the industry will need a field force of about 4,55,000 agents for the villages and 60,000 for the towns and cities, making a total of 5,15,000. More important is the need for equipping this huge field force with the most effective and scientific training in salesmanship. The task of inducing training and harnessing an agency force of this magnitude will necessitate an inspectorate force of 20,000 and about 2,500 executives of high order."

This is the prospect for the future, and I should say with all the responsibility I can command that if this prospect is not realised by the Government, not in a period of ten years—that is what private enterprise has already promised—but in a much shorter period, then the general public will be justified in the criticism that the public sector, namely, the State, has failed to give the result.

Shri M. C. Shah: I won't fail.

Shri Gadgil: But I hope this will be done and the targets contemplated achieved. I hope that every little farthing that a man has over and above what his necessities require will come into the hands of the public for the purpose of financing the Second Five Year Plan. My own feeling is that this nationalisation is going to help us immensely and is not going to affect the financing of the private sector much. Today out of the total assets of Rs. 390 crores, one-sixth or roughly Rs. 55 crores are, so to say, invested in the private sector. But left to myself, I would have liquidated the private sector much earlier. You have in Shri C. D. Deshmukh a man liberal in his instinct and outlook—a fairminded man. But he has put you on trial. So many offenders at the first offence are put on probation. So in the light of the indictment made, you are on a sort of probation.

Mr. Deputy-Speaker: The hon. Member will address the Chair.

Dr. Lanka Sundaram: I hope he is not putting the Chair on probation.

Shri Gadgil: Objection was taken to the method, the whole thing being done by Ordinance. I have got here an issue of the *Bombay Samachar*, a Gujarati paper of 29th February, in which it is stated that Ahmedabad millowners knew much earlier that excise duty on cloth was going to be increased, and whereas the normal stock would be about 93,000 bales or thereabouts, on the day on which the enhanced duty was to be operative, there were just only 42,000 bales. They built special godowns...

Shri G. D. Somani: That was intelligent anticipation.

Shri Gadgil: Next time when the Budget is presented, it will not merely be enough to have a notification on the last day of February, but power should be taken to see that transactions done before, should come under it, that is to say, it should have retrospective effect. This is a testament to the character of private enterprise.

This is all I have to say. I welcome this nationalisation and, like Oliver Twist, I ask for more.

Shri Bhagwat Jha Azad: In this House I get very rare chances to congratulate the Ministers of the Central Government wholeheartedly and unfortunately this is

not also one such chance because it has done work half-heartedly in the sense that it has, in spite of the persistent and general demand in the country for nationalising the whole of the insurance business, nationalised only life insurance business and not others. But I hope, now that the current is flowing faster and faster against the private sector, we will rejoice in this House once more at the nationalisation of the other insurance business as well. The fight that has been put up by Shri Somani was indeed only half-hearted.

I think much has been said in the House regarding nationalisation, and the case has been very aptly argued by my friends, Shri Feroze Gandhi and Shri Gadgil just now. There are instances in abundance of the irregularities and various types of fraud committed by insurance companies. Of course, a defence has been put up by Shri Somani in this regard, but when he was stating that the officers attached to the public sector may not be able to do the work and that there are also wrongs on that side, I was reminded of the devil quoting scriptures. These are the friends and clerks who have defrauded the poor policyholders—and I am one of those poor persons who have got a small policy for long long years with a private industry—and drained the resources and money of the poor policyholders into their own pockets.

Shri Trivedi stated: "Why do you quote instances? Give us the book." There is plenty of literature on the subject. Let him read a small book just published by the A.I.C.C. Research Section—by Shri H. Malaviya—on insurance, and he will find examples of these misdoings.

We are at the start of the Second Five Year Plan, which is a very ambitious plan. We want to complete it and implement it fully. The success that we have achieved with our First Five Year Plan is marvellous. Whereas it took about 200 years for the countries of Western Europe to bring into being their magnificent industrial achievement, it has taken only a few years, five to seven years, to put up such an economic development in this country for our Government. At the offing of the Second Five Year Plan this is a good step towards financing it. I say it is more due to the misdoings of the insurance companies that we have been forced to nationalise life insurance and we should

have done it much earlier, and nationalisation of other forms of insurance should be done immediately. We feel that on account of these two factors—first, for removing misdoings and secondly, for widening and deepening the channel of resources to finance the Second Five Year Plan—we had to take this step and a very right step.

We know that the value of life insurance assets at present in the country is about Rs. 380 crores, from which the earnings are about Rs. 12 crores. The total business that it is carrying on in the country is Rs. 1050 crores.

It has been stated that nationalisation of life insurance business will mar the formation of capital. The Taxation Enquiry Committee has stated that for the net domestic capital formed of Rs. 719 crores, the increase in all insurance funds is about Rs. 22 crores. I am quoting that portion from the Report of the Taxation Enquiry Committee. Let those friends who are saying that nationalisation will mar the formation of capital contradict these figures, and it is for them to say about their doings for the past so many years. We know that the ratio of premium to national income will come to $\frac{1}{4}$ per cent. That is what they have been able up till now to mobilise in the country, whereas in the U.K. it is 2.8 per cent. My friend Shri Tulsidas is laughing at his failure and I must say that a man who laughs at his own failure must indeed be a bold man. But the things are there.

When we have nationalised insurance, we will achieve good results. There are two important defects in insurance in the private sector. One is that it is limited to a very small scale. By nationalisation it will spread to the rural areas, and a small or a reasonable part of the amount that we will be getting thereby will be spent for spreading the business in rural areas who will also contribute to the financing of the Second Five Year Plan. We have been told that the Finance Minister expects to raise about Rs. 500 crores out of small savings in the country. I feel that if we take proper care after nationalisation, we will be able to enhance this small circle to cover our friends in the rural areas and we will be able to raise much more than what we have been doing up till now.

It has been said that there will be extravagant expenditure in the public sector. Let those friends explain what they have done up till now. The expense

ratio in India is 29 per cent, whereas in U.K. it is only 12 per cent, and in U.S.A. 17 per cent only. Compared to the figures of other countries, what we are spending is much more than what is required to finance or manage a reasonably good life insurance business. Where does this money go? It goes into the pockets of those friends—in the name of agents, special agents, chief agents, principal agents and what not. For agents they give 40 per cent. The special agents get to the tune of 64 per cent of the premium paid. The special agents are friends and relatives. The principal agents get 32 per cent and the chief agents get 48 per cent. The dummy gets 32.4 per cent. What are dummies? The dummies are in the name of the womenfolk who are their relatives. For example, agency is given to the family members of insurance field officer. It is given to the wives of police officers so that the police officers may let them go scot-free if they are caught in any crime. It is given to the family members of revenue officers. It is given to the family members of employment exchange officers. In this form 32.44 per cent of the premium is given to dummies. That is how this expense ratio in the country has gone up to 29 per cent, whereas it is only 12 per cent in U.K.

In my view life insurance business in this country must have been nationalised long ago. All the provisions that are there regarding this business are observed more in the form of breach than in the form of obedience to law. Therefore, it has been stated by my friend Shri Somani that there will be no difference in utilising the resources out of the insurance companies even if it has been nationalised now. I say it is far from the truth. There will be difference. The resources are now being utilised not for the public good but for the good of a few individuals in the different undertakings I am not an expert in this business as my friend Shri Feroze Gandhi to relate instances of companies one after another. He mentioned to you about the insurance business of Dalmia.

2 P.M.

Shri Tulsidas (Mehsana West): He always talks of one company.

Shri Bhagwat Jaa Azad: When Shri Tulsidas Kilachand was not in the House, he has said that if balance sheets of other companies are available, he will point out the same defects. If you have got the courage and guts to put before him papers relating to other companies with which your friends are concerned,

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it will be very nice of you and it will then enable us to plead against nationalisation. Do you accept that challenge? Here are the other companies. Have a little patience and he will get one after another and then you will know. The majority are like that. A minority may be there....

Shri B. S. Murthy: Shri Tulsidas is one of them.

Shri Bhagwat Jha Azad: Under the Second Five Year Plan, we will have to see that the resources that we get from the insurance business are put in proper quarters in proper perspective. But what did the private companies do? Their motive for investing the funds of the life insurance business would be the personal profit motive whereas Government will spend the money according to the priority laid down. The contention of Shri Somani that this fund will not be used in ways different from the ways in which it was used by the private companies is cent per cent—even 105 per cent—wrong. It has been said that the Government of India could not locate mismanagement anywhere. I must thank him if it is due to the efficiency of the insurance business. How efficient they are in fraud; how efficient they are in hiding their balance sheets and how efficient they are in observing all the forty-eight principles which my hon. friend quoted from Chanakya! They are great experts and we must give them this credit. Now that it is under the control of the Government, things will be found out and corrected.

Shri Somani quoted instances from U.K. In England the winding up figures are comparatively high. In the balance sheets, amounts not accounted for are very big. What does that mean? It means that our friends associated with that business are the same everywhere whether it is England or America or any other country. So, let us be more cautious and nationalise earlier. Shri Somani was pleading against himself by quoting the case of U.K.

It had been wrongly stated that Government had breached democratic principles by issuing the ordinance. My friend Shri Asoka Mehta is a great economist and I have high regard for him since my student days for his knowledge of economics. But how did he fall into this trap and say that it was a very bad thing? The insurance companies are clever enough. But now they have established how clever they are in this insu-

rance business—interlocking, buying a landed property for fifty lakhs but selling for ninety lakhs. If the Government had not issued the ordinance and it had come before the Parliament, then everything with them would have been all right. They would be glad to send their accounts, etc. to the Finance Ministry. I must congratulate the Finance Ministry on the very fine job they have done by issuing an ordinance and taking over the administration overnight. I wonder how they could keep the training of officers, a secret, so that even Shri Somani could not know it. It is really a wonder. I hope that the Finance Ministry will show some more wonders when they nationalise banks and general insurance; they must train their officers in this wonder-land so that Shri Tulsidas and Shri Somani may not know it. It will be very fine.

Shri M. C. Shah: 54 people were sent in advance to take their positions on the 20th morning. The broadcast was at 8-30 p.m. on the 19th night and those officers were authorised to take up their positions all over the country by 10-20 next morning before the managers etc., arrived in their offices.

Shri Bhagwat Jha Azad: All these details show that our efficiency has gone up and there is no ground for the fear of my friend, Shri Somani, that they will not be efficiently managed. It is a fine example of how the public sector is able to perform certain functions much more efficiently than my friends in the private sector have done.

I can say one thing. A commission has been demanded to enquire into this. If the public sector fails to manage it properly, it should be de-nationalised. I say—young India speaks so—I am prepared to go wrong in four industries in the public sector rather than cast my lot with these private industrialists who are managing the industries in this country for their pockets and for their profits and not for the social good of our country. I am sure that there will be nothing wrong but even if there is something wrong, there is no case for de-nationalisation. The Conservative Government in UK may do it but not the Congress Government in India. There is ample evidence and sufficient justification to nationalise this and it has been done, though late, marvellously. We will trust that another Bill will come before this House for the nationalisation of other aspects of insurance and banking.

Shri Tulsidas (Mehsana West): I hope you will give a little more time.

Mr. Deputy-Speaker: He has not even started.

Shri Tulsidas: I may have to reply to a number of questions. First of all, I would like to refer to the Statement of Objects and Reasons. Why has this Bill been brought forward? It has been mentioned here that it is entirely due to the fact that funds are required for the Second Plan. Some persons have said so. The Statement of Objects and Reasons says :

"As a result of such study the present management of the industry has been found wanting in several respects In the short period that has elapsed since then a number of companies had to be put under administrators as investigation into their affairs revealed gross mismanagement—even embezzlement—very often resulting in insolvency. It has been observed that with a few exceptions, the Indian Life Insurers are virtually controlled by individuals who are prone to utilise the funds of these companies to subsidise or prop up their investments in other ventures to the detriment of the industry and the policy holder who is its backbone."

So, that is why this Bill has been brought forward.

I have been listening to a number of speeches here. I must confess that the Finance Minister has presented a most damaging case against the sector which has, in the First Plan, proved that it can achieve much better results than the public sector. To me it seems more like a confession of the failure of the insurance control administration. On the basis of malpractices perpetrated by a few insurance companies which could have been prevented by the administration if it had been more vigilant he has tried to blame the entire business world as unscrupulous. In this, I am sorry to say, the Finance Minister—I have always got the greatest respect and reverence for him; he has a very stable and balanced mind—has lost his excellent sense of proportion. The few cases of malpractices that he has cited either involve only an insignificant proportion of the total volume of business and the total amount of life funds or are of a trivial nature and anyway cannot by the widest stretch of imagination be said to justify the extreme step that he has

taken. For all the good that the Indian insurers have done he has nothing but bitter words. There is no reference in his speech to the excellent work done by the great majority of companies many of whom are models of integrity and efficiency. They command respect and enjoy an excellent reputation not only in this country but also in foreign countries. There is not a word of praise for them. All through his speech there was a sort of complete bitter reference made that the entire business world is of an unscrupulous type excepting a very few. Sir, in my opinion he has failed to place the whole matter in its proper perspective. By making a mountain out of a mole hill, by harping all the time on the lapses of a few companies involving a negligible proportion of funds he has unjustifiably tarnished the good name of not only the entire insurance world but also of trade and all Indian business men at home and abroad.

Sir, do you expect these business people to go abroad and get the foreign exchange which you want them to get when you malign and condemn the entire business community just because you have a very few examples of lack of integrity? I have often said that I am not for giving any support whatsoever to the malpractices which have been there. I condemn them. I have no sympathy for the people who have done anything wrong. Let them meet their fate. Let the Government do whatever they like with regard to these people. But, because a few examples are there, by giving those illustrative examples the entire picture that has been given is such that the entire business community of the country has been unscrupulous.

At the very outset let me make it quite clear that I condemn these malpractices. All I wish to say is that the proportion of funds involved in the malpractices is particularly negligible and, secondly, that the Government policy and administrative machinery of control and inspection is also responsible for the malpractices that have occurred. I would like to tell you how even the Government machinery is also responsible for the malpractices that have occurred. In any case nationalisation is neither necessary nor desirable to attain the objective the Government has in view.

Shri B. S. Murthy: "Not essential" I suppose?

Shri Tulsidas: The Finance Minister, however, has said that the companies have done much but not enough. I am glad to say that at least he admits that the companies have done something. He has not referred at all to the question of fine performance of Indian insurers against heavy odds such as the unsympathetic attitude of the foreigners. Sir, you must not forget—and I am sure the House does not forget—that we have achieved independence only in 1947. It is now only 7 or 8 years and the amount of handicap which this industry had to put up with has been completely forgotten. What happened? Firstly, we had partition of Burma. After that we had this partition here. We had all this trouble and the insurance industry had to go through a great ordeal on account of this partition. The industry was not responsible for the partition but all the same they had to go through the ordeal. It is only since 1950 that the industry has shown that they can do a certain amount of work. It is only during the last five years that this industry has established itself not only on the map of India but on the map of the world. That is the achievement of this industry. The total business done by the companies increased from Rs. 42 crores in 1941 to Rs. 247 crores and the business in force of Indian insurers increased from Rs. 219 crores in 1938 to Rs. 1150 crores in 1955. The premium income of Indian insurers increased from Rs. 11.5 crores in 1938 to 47.5 crores in 1954. The life insurance funds of Indian insurers increased from Rs. 50.6 crores in 1938 to Rs. 280 crores in 1954. I have not got the latest figure but it comes to now nearly Rs. 356 crores.

Sir, imagine the amount of progress this industry has been able to make and you just simply flog the industry which has really done, in my opinion, most excellent work and which has got a lot of integrity excepting a very few cases. These examples have been illustrated as if the whole industry has been completely mismanaged.

My point is that in India only 19 companies or 20 companies do 85 per cent of the business. The entire business which was formerly with the foreign companies is today—90 per cent of it—controlled by these companies. That is not a small achievement. Then mind you, Sir, apart from what has been said, these companies have also gone and taken business from outside India not of a small nature but of a substantial

nature. If the insurance industry had been something like what the hon. Finance Minister described they could not have been placed in that position.

I would also like to point out to you that in Asia the only country which puts insurance outside its own area is India and that is this industry. No other Asian country has got companies which function outside its own territory. That is another achievement of this industry. Here the Finance Minister has completely condemned this industry as if it is the most worstly managed one and as if it is the most inefficient and dishonest. If that is so, could they have achieved this, I would like to ask? Sir, I would like you to bear this in mind.

Now; I would like to go into a number of points which the Finance Minister and several other hon. Members have raised with regard to this question. It is a very technical matter but I would like to go into it. As regards the reference that Indian insurers have done much but not enough he has implicitly drawn attention to certain inadequacies in insurance. For this there is no reason to blame Indian insurers as such. In so far as overall inadequacy is concerned Rs. 25 *per capita* is the insurance in force as against much larger amount in the United States of America and other countries. I can only say that this reflects not only the poor state of savings in this country but refer to the fact that there are very few persons in India who have means to save and invest in insurance. What is the number of income-tax payers in this country? How many people pay income-tax? How does the percentage of income-tax payers to the total population in India compare with the corresponding percentage in the United States of America or in other countries? In India out of 36 crores of people less than 3 lakhs of people pay income-tax. That is the position in our country.

Shri M. C. Shah: From where have you got these figures?

Shri Tulsidas: I have got the figures... I am sorry, it is not less than a million. 3 is the percentage.

Shri Feroze Gandhi: Are all the figures like this?

Shri Tulsidas: Anyway, we just come to this.

If you say that the *per capita* insurance in force in India is just Rs. 25, what is the percentage of tax-payers in this country? It is less than one million out of the total population of 36 crores. What is the percentage of tax-payers in America? It is 40 per cent of the population.

Shri Feroze Gandhi: How many evade income-tax in India?

Shri Tulsidas: You can ask the same question in other places. If we are to carry Shri Deshmukh's argument to its logical conclusion it would mean that the small proportion of income-tax payers is an inadequacy of the Finance Ministry.

Moreover, I may point out that against less than one million tax-payers, there are as many as three million policy-holders in India. I am sure that in the United States the number of policy-holders cannot be thrice as much as the income-tax payers there. To that extent, the industry here has reached the people who can afford to take insurance policies and invest in insurance. I would like to know what the Finance Minister has got to say about this proportion. The overall paucity of insurance in India, as I said before, reflects the poverty, the illiteracy and the underdeveloped nature of this country itself and not any inadequacy on the part of the insurers themselves. The Finance Minister has tried to show that the insurance companies have not attempted to approach the small men and to effect insurance of the type known as industrial assurance as in the United States, where identical insurance is effected on a very vast scale particularly amongst the industrial workers. This is probably a most absurd allegation of inadequacy that a Finance Minister has made against Indian insurers. In the first place, what is the total population of industrial workers in India? How many of them are literate and how many of them have sufficient income to be able to save in the form of insurance policies? In the second place, the Government have themselves statutorily laid down that an insurance policy cannot be issued for less than thousand rupees. This is a statutory thing, namely, that an insurance policy cannot be issued for less than thousand rupees. This provision automatically disables the insurance companies from selling insurance to industrial workers, agricultural as well as industrial, and to other workers as well.

Therefore these workers also cannot take out insurance policy because they cannot have savings to take a policy of thousand rupees or more. Therefore, the absurdity of this allegation is quite clear. I think the Finance Minister must have been misinformed and misled into making such an untenable allegation.

The Finance Minister has also referred to the weakness in a large measure of the insurance companies such as inability of 70 companies to pay bonus, the failure of 25 companies for amalgamation and another 25 companies in respect of some other defects. I do not want to say to what extent this has happened in other countries. As I pointed out earlier, we are still in the question of development of the country. The foreign rule has ended only about eight years ago. It is only after eight years that the insurance has come forward and this readjustment has taken place. For the existing state of affairs, the Government is also principally to be blamed. In spite of the fact that the machinery of control has been working for the last 15 years, the Government have hardly ever cared to examine the credentials of prospective insurers; they have hardly ever tried to lend strength to these small insurers either by encouraging them to amalgamate, as has been done in the case of some smaller banks or in any other way; and they have hardly ever taken the industry into confidence or to discuss with them the ways and means either to strengthen these companies or of combining them into bigger units. On the contrary, the administration has always had a soft corner for such inefficient uneconomic units and has tried to sustain them by methods such as frowning upon the lowering of the rates by the better companies. Everytime, whenever the insurance industry wanted to lower the rates, it is Government who said, "No". This is the way in which the Government have encouraged the small companies. How can the small economic units then function? It will be seen that most of the lapses reported have occurred in the case of small companies.....

Shri Feroze Gandhi: No, Sir.

Shri Tulsidas: Shri Feroze Gandhi has got particularly a friendly relation with this particular company and he must have got all sorts of information from this company. He must be having friendly relations in order to get that

[Shri Tulsidas]

information. Otherwise, he cannot get the information. He must have really very friendly relations with that company in order to get all this information.

Pandit K. C. Sharma (Meerut Distt.-South) : He can have intimacies with you.

Shri Tulsidas : He is still friendly, but he cannot get information from me. Now, attempts at amalgamation have been misinterpreted as attempts at forming monopolies. When they wanted to amalgamate, the Government said, "You want to form monopolies". You do not want to allow the small companies to amalgamate really. This was the reason why the small companies had given a bad name to the entire industry. These were the uneconomic and inefficient units which have given bad name to the industry. The preponderance of large-scale units may be illustrated by pointing out that the leading 19 companies, who have funds of over Rs. 2 crores, control about 80 per cent of the funds. As far as these companies are concerned, there has been a much smaller percentage of lapses.

The Finance Minister has alleged that malpractices are common among the majority of Indian insurers. For instance, he has given four cases of misappropriation of funds. I do not want to go into what he has stated further, but my friend, Shri Somani, said that it works out to less than one per cent. I do not like even that one per cent. I do not like even one rupee of the policy-holder's money to be lost. It must remain as the sacred trust. I do not like anybody saying that it is only half-per cent or quarter-per cent. But there again, my friend Shri Feroze Gandhi, while speaking the other day also, said that this mismanagement of embezzlement was known to the Government in 1951, and that no action was taken.

Shri Feroze Gandhi : In 1952.

Shri Tulsidas : Yes, in 1952. But who is responsible for this.

Shri M. C. Shah : What he said was that an administrator was to be appointed by the Government of India, but because of the legal advice, the administrator could not be appointed at that time. That is what he said.

Shri Tulsidas : No. I am sorry to say that again there is a misinterpretation. Did not the Government come to know about the misbehaviour or embezzlement a long time back. Did the Government take any action?

Shri M. C. Shah : No, Sir, The fact is, the case that was referred to here was about the Times of India building and some Nahur property which were purchased. That fact came to the notice of the Government of India in the shape of information that more amount of money was paid for the purchase and all that. Therefore, immediately, investigation was taken on hand and at that time the Government of India wanted to appoint an administrator to take over the administration of the company, but they were advised by the legal advisers that it was not possible, because then there was one case in the Supreme Court. Therefore, Government went in for an amendment of the Constitution to avoid such cases and to get powers.

Mr. Deputy-Speaker : The hon. Member's point may be replied to at the end, when the hon. Member does not want to be interrupted.

Shri M. C. Shah : There was a misrepresentation of facts. Therefore, I replied. Otherwise, I will not. For each point of his, I have got a reply.

Shri Tulsidas : When the Insurance Act was amended in the last session, I pointed out that the powers Government were taking under the Act were so extraordinary that in no other country the Government has taken such powers under such an Act.

The hon. Finance Minister said that the Insurance Act was amended ten times. Shall I ask the hon. Finance Minister who was responsible to amend this Act? It was the initiative of the industrialists themselves who came and said to the Government, "Please amend the Act and take these powers". But nothing was done; no administrative action was taken. I do agree with the Finance Minister when he mentions the criteria of insurance, namely, that we should be able to provide cover at low cost. He has also said that the insurance premiums charged in India are higher than those in other countries. He knows that this is due to causes which are beyond the control of the companies themselves. Mortality experience in India is much less favourable to the companies in India than in Europe or North America. The expectancy of life in India

is about half of that in the United States or other advanced countries. Secondly, the attitude and control of the administration has been such as to discourage the lowering of premium rates. For instance, in 1954, when the leading companies decreased the premium rates, the administration frowned upon them, brought pressure upon them and asked them not to decrease the rates for the purpose of preventing smaller and inefficient units from closing down. This action on the part of the leading insurance companies which was for the benefit of the policy-holders was misinterpreted in many quarters as cut-throat competition and a hue and cry was raised in the name of small units.

The Finance Minister has pointed out that many companies have failed to declare bonuses. I would bring it to the notice of this House that this was due to the inability of the smaller companies to keep pace with the larger companies. Companies having funds of Rs. 50 lakhs or above, with very few exceptions, have declared bonuses. It is only those companies which have funds less than Rs. 50 lakhs that have not declared bonuses.

Then, the Finance Minister pointed out that he received 1,000 complaints during 1954 and number of them were referred to the Controller under Section 47-A of the Insurance Act. The Insurance Year Book, 1955 gives at page 65 the statistics of the disputes referred to the Controller. According to their statistics, the total number of disputes referred to the Controller in 1954 was 98; it was 108 in 1955. The total number of disputes for the five years beginning from 1951 and ending with 1955 was 287.

Shri Venkataraman (Tanjore): That relates only to policies less than Rs. 2,000.

Shri Tulsidas: Out of these, 38 disputes were not entertained because they were frivolous; 125 were withdrawn or allowed to be dropped and only 40 were decided in favour of the claimants. 70 disputes are still not decided. According to the Year Book, 1954, the Controller decided only 6 disputes in favour of the claimants. Therefore, the figure of 1,000 mentioned by the Finance Minister gives an exaggerated idea of the actual position.

The Finance Minister has also referred to other irregularities which I shall consider one by one. One of the irregularities was about bogus agents. He

says that there are a large number of bogus agents. Granting for the sake of argument that his contention is correct, I wish to ask him whether the Government itself is not responsible for this state of affairs. The Government have never laid down any adequate qualification for appointment as agents. On the contrary, they have encouraged any Tom, Dick and Harry to become agent by obtaining a licence on the payment of a fee of Rs. 5 for a period of three years. If the Government allows such indiscriminate appointment of agents, they should only thank themselves if many of them are either incompetent or bogus. There is an amendment of the Finance Minister which says, "Prevention of disqualification for membership of Parliament". Many Members of this House are agents and that is the reason why this amendment has been brought in. When the insurance companies become Government-owned, no Member of this House can become an agent, because it will be an office of profit.

Dr. Suresh Chandra (Aurangabad): What is the harm?

Shri Tulsidas: I do not say that there is any harm. I am only pointing out the facts.

Mr. Deputy-Speaker : How many Members are agents?

Shri Tulsidas: I do not know, but there is a large number. I would like to say that with this amendment, they can still continue to be agents. That is all that I want to say.

Shri M. C. Shah: That was the correct procedure....

Shri Tulsidas: The hon. Minister can reply afterwards.

I do not deny that there are a number of bogus agents; but it is only the Government which is responsible for this. Why do you allow agents to be approved merely by paying Rs. 5? There is no qualification for the agent. That is the type of administration we have.

Another allegation is about the investment of controlled funds. Here also, the Finance Minister is indulging in gross exaggerations. He says, "loans have been given on every type of securities, good bad and indifferent and often on no security at all; loans on shares on agri-

[Shri Tulsidas]

cultural land, on barges—we might call it a floating security—on standing crop and on libraries." This was before the amendments of 1950. Even after the tightening up of provisions, he says this is the position. It is not correct. It was so before 1950, but not after that. Mr. Asoka Mehta yesterday referred to the Cowasjee Committee's recommendations. The companies themselves were responsible for the amendments made in 1950. This is another allegation made by the Finance Minister, which gives a misleading picture to the House. He has failed to mention that such spurious investment has been on a negligible scale compared to the funds of the companies. I am prepared to challenge the Finance Minister; what is the percentage taking the total funds of the companies? It is not as if out of Rs. 500 crores, only Rs. 50,000 are in Government securities. That is a bad picture. From the Insurance Year Book, we find that 55 per cent of the funds are invested in Government securities and 8 per cent on loans of policies and about 16 per cent in industrial securities. According to the Insurance Act, the proportion of funds that can be invested in what are known as unapproved securities is 15 per cent. Under the Act, the insurer can invest up to 15 per cent in unapproved securities. As against this maximum limit of 15 per cent, the proportion of funds actually invested in unapproved securities works out to only 2 per cent. Even this 2 per cent unapproved securities are not really unapproved. It should be remembered that even unapproved investments might be thoroughly sound. Investments that are technically unapproved include shares and debentures of first class companies commanding a good price on the stock market. Here I will again point out that 80 per cent of the life funds are controlled by 20 companies and there the appreciation is very large on those investments. If that appreciation is to be calculated then the investment that has been made by that industry is very sound. As a banker or investor I can tell you that if in an investment 90 per cent of the investment turns out to be good, it is good business and not bad. The total investment has shown a considerable appreciation in these companies. What does that mean? That shows that investment has been made on a very sound basis by 80 per cent of the companies. I am not talking of the 20 per cent of the life funds which are man-

[Shri Tulsidas]

aged by more than 155 companies. 80 per cent life fund is managed by 20 companies.

Another allegation he made is about expenses. In India it is 27 per cent as against 15 per cent in the United Kingdom and 17 per cent in the U.S.A. Again it is misleading. It is wrong to compare the overall average ratio in an under-developed country like India with that in some of the most developed countries of the world like U.S.A. and U.K. There are good reasons for this difference. First of all, it is well-known that the expense ratio is always high on first year's premium, the statutory limit being 90 per cent in India, and lower on renewals, the statutory limit being 15 per cent in India. If the proportion of new business to the total business in force is high—in India it is about 25 per cent—then the average will naturally be higher in India than in U.K. and U.S.A. This ratio of new business to total business in force is only a fraction of that in India which accounts for the high overall average. There are two other valid reasons for this high expense ratio. The average amount of policy written in India is about Rs. 3,000 as against Rs. 8,000 or so in U.S.A. It is well-known that for a smaller turnover the overheads always work out to a higher proportion and what is true of all other business is also true of the insurance business. The other important reason for this expense ratio is the fact that in India the insurance industry is not as old and well-established as in the U.K. and U.S.A. You will appreciate that if this industry has been functioning in England and America for nearly 75 years or 100 years, here this industry has come into being only some five or eight years back. The people are not saving conscious and the total savings in the country are difficult to tap.

There is another reason and that is the payment of commission. In India the amount is statutorily allowed is much higher than what it is in other countries. Here even on renewal statutory commission has to be paid so much. In England and America the Commission is much less than what it is here.

I hope I have convinced the Finance Minister that he has lost his perspective in failing to evaluate the role of the insurance industry in mobilising the savings of the people. By the allegations which have been made against this industry, an industry against which it

should not have been made, you have not only damaged the business community but you have damaged the entire country because the character of the nation is not judged by one sector alone but by all sectors.

If you want to nationalise, certainly do it but you say so. Why do you want to condemn the other sector? By condemning this one sector you are condemning the whole country in the eyes of this country as well as in the eyes of the world.

Several Hon. Members: No, no.

Shri Tulsidas: It is absolutely so. The character of the nation is reflected in every sphere. You know that you read about Public Administration or any of the report of the Public Accounts Committee. You will find it in plenty. About politicians the less is said the better.

Mr. Deputy-Speaker: The hon. Member is indirectly supporting what he has opposed.

Shri Tulsidas: Am I not entitled to say that when you are condemning a whole community without reason?

An Hon. Member: We are trying to improve.

Mr. Deputy-Speaker: The hon. Member is condemning one thing. If the hon. Member says : that all those who work in one sector are bad then it will reflect on other sectors also. Saying in one breath that other members of the community are also bad is only repeating the mistake that he has suggested that somebody else has done.

Shri Tulsidas: May I point out again that this is not done on any ideological basis? The reasons given here are ample. In the Statement of Objects and Reasons it is stated that they are doing this because there is complete mismanagement. That is stated as the reason why this is nationalised and not for any ideological reasons if they say to one: we want it for nationalisation purpose, I will say : all right, let us have it. I will not say another word. But I do not want this sort of thing to be said : we want nationalisation because the industry has done something and has let down the country.

An Hon. Member: Because of mismanagement.

Shri Tulsidas: It is no use saying that it has been entirely mismanaged. This exaggeration only shows the complete lack of perspective.

Now I would like to refer to one or two other points. So much has been said of this and so much malighing has been done by several hon. Members. They have said that this industry is doing nothing else but exploiting. All sorts of bad motives have been imputed. All are unscrupulous except very very few.

Now I would like to say another thing. You know very well that under the Act a number of companies have now been put under administrators. I would like to know from them what is the result of their administration of those companies. How much progress have they been able to attain? Now they want to bring the entire industry under one management after nationalisation. I would like to know the progress of the administration's work in those companies where they have been put. If you will see the progress of those companies where administrators have been appointed, you will find that it has gone down as compared to other companies. I had asked that question last time and the hon. Finance Minister has not even cared to reply that question because he knows fully well that the administration and progress of those companies have been entirely bad. Then I am prepared to challenge the Finance Minister. Let him take over the companies which are bad. Let him form a corporation and let those companies remain in the private sector and compete against each other. I am prepared to challenge that the public corporation will not be able to cope up with the problem. That will be the only computation which will show the progress of insurance in this country. Let him not put everything under a public corporation. But nationalisation can function only as a monopoly and nothing else because then there is none to compete. I am prepared to challenge the Finance Minister. Let him put the corporation under the public sector. Let those companies function. I am prepared to give any handicap they want.

An Hon. Member: Handicap?

Shri Tulsidas: My friend Mr. Asoka Mehta says : we will not change, whatever happens; we will not change it even if it is against the country; no matter what happens, the country may suffer, but we will continue the nationalisation work.

An Hon. Member: Socialistic pattern.

Shri Tulsidas: I am sorry that is not the socialistic pattern. In socialism also you must have democracy and in democracy you must have complete diversification and not centralisation. Centralisation means there is no democratisation but bureaucratisation and complete dictatorship.

That is what we are driving at. What I fear is, after this nationalisation, Government cannot wait any further. They have got to nationalise other things. It will definitely mean that nationalisation must come now. We have said from the housetops that the public sector must function much more than the private sector. But, here is a tendency to create complete centralisation in the hands of the Government; bureaucratisation; nothing else.

Shri S. S. More (Sholapur): You can join the services.

Shri Tulsidas: That is what you want. My friend Shri S. S. More is quite right. In this process, I am quite sure that in 25 years, there will be only one employer and everybody else will be an employee, that is, the State. That is what my hon. friends to my right want. My friends on my right are clamouring for that. They want this Government to do as they like. They want this and so they would encourage this Government. The Government is wedded to democracy. My hon. friends will support everything that this Government brings in achieving the objectives that they have.

As I said before, this industry has shown the best results, better than in any other industry in the country and has shown a much better achievement. In spite of all that, a complete condemnation of this industry has shown a complete unreality on the part of the Finance Minister. What is the reason? Why do you damn this industry, which has done so much work? If you want to nationalise do nationalise. We do not care. Say that we want to nationalise; it does not matter what it is; it is a matter of ideology. Do so. My hon. friend says, we want nationalisation of insurance. Somebody says banking. There is no end to it. If you want to nationalise, go ahead. The steam roller goes on. You have only to start the roller; the snow ball proceeds. You start nationalisation for this reason which I really fail to understand. Say openly, we want nationalisation. That would be honest and straightforward. Don't be dishonest in these things.

An Hon. Member: It is not motiveless.

Shri Tulsidas: It is not motiveless. Say honestly that you want nationalisation. That would be proper.

An Hon. Member: How can you justify the ideals?

Shri Tulsidas: I have given all the facts. I do not want to go into the arguments put forward by Shri Asoka Mehta. He has also given a bit of his mind to the Government with regard to the way it has been working. The administration is taking every day more and more powers. In every legislation you can see the amount of powers that they want to take. You just give a bad name. . . .

An Hon. Member: And hang it.

Shri Tulsidas: That is what it is. Give a bad name, call Acharya Kripalani something, say we want to finish Acharya Kripalani and take powers.

Acharya Kripalani: I am already finished.

Shri Tulsidas: If this is the way, I could not understand it. If we want to have complete domination over every sphere, there is no freedom in this country we do not want to have any freedom in this country. We are doing what my friends on my right want. Both these gentlemen are very happy. I am sure they would welcome this measure much more, and they will pay a floral tribute to the Finance Minister. He has done exactly what they want. He has fallen a prey to my friends here.

Mr. Deputy-Speaker: Naturally, the debate will have to go on tomorrow. After, Shri Venkataraman, I shall call Dr. Lanka Sundaram.

Shri Venkataraman (Tanjore): It was very difficult to follow the very able speech delivered by my hon. friend Shri Tulsidas. It was surcharged with emotion. He was trying to pick out, like a lawyer—I think he has missed his profession—sentence after sentence of the Finance Minister and controvert each one of them. I am afraid if he had intended to convert this House to his way of thinking, he should have miserably failed.

An Hon. Member: He did not expect that.

Shri Venkataraman: The race between the legislature and the insurance magnates of the type of Shri Tulsidas has just now ended. From 1938 onwards, the legislature has been trying to regulate and control an industry which has always been giving the slip both to the executive and to the legislature. Whatever legislation was passed in the field of insurance, it was found very soon thereafter that the evasions under that law were far too numerous to be tolerated any longer. The fact that we have had to introduce so many amendments itself proves the need that has arisen for tightening up the legislation from time to time.

In this connection, I may correct one mis-statement of Shri Tulsidas. He wanted to make it appear that all these amendments to the Insurance Act were done at the instance of the companies. I may assure him that we were in the House when, in 1950, the consolidating Bill was brought before this House and the insurance interests fought against it tooth and nail. At every stage in which the legislature tried to amend the law relating to insurance, tightening up the control over investments or trying to protect the interests of the policy-holders the business interests have always come forward and bitterly complained that it was an infringement of their individual right of freedom of action, their right to control the business of which they are the proprietors. You may kindly look back on your own experience. When the 1938 Bill was under discussion, you, Sir, then a Member, said that if policy-holders' directors were appointed to the board of directors, they would be able to control the activities of the board of directors. Then, much against the opposition of the Members representing the industry, that suggestion of yours was adopted. What happened after that? It was not one of the true representatives of the policy-holders that could ever get into the directorate. It was always a stooge of the companies that could be elected as the policy-holders' director. I shall explain to you the *modus operandi*. All elections to the policy-holders' directorate are done by means of proxies. These companies collect all the proxies, true and false, and keep them in their hands. When they find that somebody who will not be amenable to their control has been put up as a member for the board of directors, they use these proxies and defeat him and get their own man elected. I am saying that to

Shri Tulsidas that if he will stop revealing on his own success hand, hear one or two things that go hard against him, it will do him and his industry a little good. I ask Shri Tulsidas whether in the insurance company which he controls it is really the representative of the policy-holders or his nominee who is the director.

Shri Tulsidas: Policy-holders. I challenge.

Shri Venkataraman: How? They are all elected by proxies which you control.

Shri Tulsidas: What do you mean? I do not hold them. The policy-holders give proxies. What are you talking about? How do you say proxies? You do not understand the election of policy-holders' director.

Shri Venkataraman: I know it very well. I have myself been a candidate. I know it to my cost. I have known it to my cost what it is not to be a stooge of the company.

Mr. Deputy-Speaker: Others have their fortunate experience.

An Hon. Member: I hope he is not an agent.

Mr. Deputy-Speaker: It is now Three o'clock. This matter will stand adjourned to tomorrow. Now, we take up Private Members' Resolutions.

COMMITTEE ON PRIVATE MEMBERS' BILLS AND RESOLUTIONS

FORTY-FIFTH REPORT

3 P.M.

Shri Altekar (North Satara): I beg to move :

"That this House agrees with the Forty-fifth Report of the Committee on Private Members' Bills and Resolutions presented to the House on the 29th February, 1956."

This is in connection with the allotment of time. The time available for the unfinished resolution on Community Projects is 2 hours and 24 minutes, and during the six minutes that remain, Shri C. R. Narasimhan will be able to move the resolution in connection with Prohibition for which 3½ hours have been allotted. The time for other resolutions, if they come up, is stated there in the report itself.

I commend this report for the acceptance of the House.

*Community Projects and National Extension
Service Schemes*

Mr. Deputy-Speaker: The question is :

"That this House agrees with the Forty-fifth Report of the Committee on Private Members' Bill and Resolutions presented to the House on the 29th February, 1956."

The motion was adopted.

RESOLUTION RE. APPOINTMENT OF A COMMITTEE TO EXAMINE COMMUNITY PROJECTS AND NATIONAL EXTENSION SERVICE SCHEMES

Mr. Deputy-Speaker: The House will now resume further discussion of the resolution moved by Shri Raghbir Sahai on the 9th December, 1955, relating to the appointment of a committee to examine Community Projects and National Extension Service Schemes.

The total time allotted was 4 hours and the time taken 1 hour 36 minutes. The time available is 2 hours 24 minutes. We are starting at 3. The House rises at 5-30. Six minutes have been allotted, so that the other resolution, whichever is tabled, may also be started instead of having constant ballots and making the whole thing indefinite.

Shri Raghavachari was in possession of the House. He will continue his speech. He has taken 5 minutes. Ten minutes are left.

Shri Raghavachari (Penukonda): Last time I was mentioning that this community project idea was an extension or an elaboration of a scheme which the Madras Government under Shri T. Prakasam started as Firka Development Scheme, and now after the Community Projects and National Extension Schemes, the very areas have also been included in this scheme, so far as the old Madras and present Andhra are concerned.

I was also mentioning last time that the organisational set-up from the Centre to the villages through the State has resulted in a big machine not working smoothly, in so far as the funds not reaching the spot in time and the work being held up very often.

Now, I will just examine the resolution that has been tabled. The purpose of this resolution is that there should be a committee to enquire and report

about particular items, namely (1) whether the allotted funds are being rightly spent—that is so far as expenditure is concerned; (2) whether there has been a genuine spirit of co-operation generated in the areas; (3) whether the officers in charge are really inspiring confidence in the people amongst whom they are called upon to work, and finally; (4) whether the co-operation of public workers is enlisted and what changes are necessary in the present administrative set-up.

[PANDIT THAKUR DAS BHARGAVA in the Chair]

I think this is the most appropriate time when this examination should be done through a parliamentary agency.

I am aware that there have been evaluation reports put out from time to time in which we claim elaborate figures in respect of "the magnificent work", as it is sometimes described, in all the places. I have not had the opportunity of seeing much of this magnificent work that has been turned out, but if the national extension schemes that are functioning within my own district and neighbourhood are an example of the magnificent work, I must confess I am extremely disappointed.

In the Second Five Year Plan we want to spend more money. We have spent so far Rs. 20 to Rs. 22 crores out of the Rs. 90 crores that had to be spent in the First Five Year Plan period. It is not a small sum, and it is sufficient to alter the face of a poor country like India. Particularly when we are embarking upon an expenditure of this magnitude it is better that we take stock of the activities so far carried on.

I am aware there has been an amount of criticism. The *Kurukshetra* is a magazine mostly dealing with these things. I take the trouble of reading it, and article after article in the very official organ is only critical of the things that take place, though there has been an introduction by Shri Rajagopalachari who pleads for constructive criticism and says mere criticism is simply an exhibition of your idle curiosity or smallness of mind because you always want to criticise—that is how he puts it. I do not belong to the class of people who simply criticise for the sake of criticism. In fact, if the country has to advance it must be only through constructive activity or *punar nirman*. It may be called Community Project. You may follow

the English, Russian or American name. I am not worried about the phraseology, but the activity is really the thing that must interest every one of us. They are bringing trained men to do it, officials are employed to do this. But my own impression is that this training and so-called officialisation has simply resulted in putting people into this job who are not quite congenially fitted to the atmosphere. The whole defect of this officialdom is that a person is imposed from outside, a man who has no responsibility to answer anybody on the spot, but is always concerned with seeing that he satisfies his immediate superior. He is never bothered about anything that takes place in the local place, but he is only bothered and concerned with pleasing his immediate superior, and once he does that, work or no work, he is quite satisfied. This is the old tradition that has come, and it used to be confined ordinarily to the lower grades. But fortunately there used to be a fair sense of justice and a detached view taken of the activities, the local man being held responsible. The picture that I give may not be complete, it may be a little exaggerated as I put it, but unfortunately now it is a substantial reality of it; the higher officers now are not so much bothered about a fair sense of justice and a detached outlook as about party or political view. They are concerned more with the party considerations or the political bias; and therefore they do not have that kind of detachment that is expected of them. And down below, the lower men are concerned only with pleasing their immediate superiors. Therefore, the whole organisation consists of people who do some work because they are paid. They are asked to write some diaries, and mention this and that. If that is so, then what is the kind of work that we can expect of them? They will simply mention in their diaries, that so many wells have been dug, so many tanks have been constructed, so many roads have been laid and so on.

I have also had opportunities of seeing some of the local development works where a certain quantum of money is contributed by the local public. There, there is a little more responsibility since the public are contributing towards something which will promote the well-being of the community and of the village. I wish that more moneys were expended on this item of work, because the officers would show a greater sense of responsibility in regard to these works.

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At present, these local development works are doing only a very small fraction of the work in the country-side.

To my mind, it appears that the institution which has been created to do the work in these community projects and national extension service schemes is unsuited to the real needs of the situation; the institutions that should have been taken hold of for this purpose are the village *panchayats* or the village co-operatives. They are democratic institutions with some autonomy, and they are also intimately connected with the people on the spot. When such institutions are there, why do you want to create a new institution for this purpose? I would therefore suggest that the village *panchayats* and the multipurpose co-operative societies which are so intimately a part of the life of the village community may be utilised to do this work.

Shri Barrow (Nominated-Anglo-Indians) : On a point of order? There is no quorum in the House.

Dr. Suresh Chandra (Aurangabad): There is quorum.

Mr. Chairman: The bell is being rung. Now, there is quorum.

The hon. Member, Shri Raghavachari, may continue.

Shri Raghavachari: I would request that these few minutes may not be added to my credit.

Mr. Chairman: It so happens that fifteen minutes were over even before the point of order was raised. So, nothing has to be added to the hon. Member's credit. The hon. Member had spoken for five minutes on the last occasion, and now he has spoken already for ten minutes. So, he has exhausted his full fifteen minutes. He may go on for a minute or two more. But I would request the hon. Member to finish quickly.

Shri Raghavachari: I was suggesting that the local organisations in the village may be utilised for doing this work.

The project committees at various places are all manned and presided over by the collectors of the respective districts. I have had occasion to see the functioning of these committees, having been present at some of the meetings, and I find that the whole thing is such a formal affair, and the collector in

[Shri Raghavachari]

charge has absolutely little time to attend to the work. He is too busy a man. If there is any officer in a district who is busy in a hundred and one directions, it is the collector of the district. And it is he who has to preside over the meetings of these committees. The other members of the committee are mostly the local M.L.As. And between the members and the collector, there is not that element of sympathy and co-ordination which one would expect to be there, because the person who presides is an official and the others are all non-officials. I would suggest that there should be a non-official chairman placed in charge of this work, and not the collector. Further, not merely the representatives of the people, but also others who are really interested in this work and are actuated with the zeal for that work should be associated in these projects. Only that kind of an organisation will help us in trying to set things right and bring about some improvement.

I would conclude by saying that the villages themselves may be allowed to settle the priorities of the local works, and that they may be allowed to carry on these works through their own *panchayats* and co-operative societies rather than through some organisation which is imposed from far above.

Mr. Chairman: This resolution will go on till 5.24 P.M. And I believe the Deputy Minister of Planning will take about 30 to 35 minutes. So, the time left for the discussion on this resolution is about 1 hour and 25 minutes. If each hon. Member who speaks takes fifteen minutes, then only five Members will be able to speak. But I find that as many as fifteen Members want to speak, judging from the list which is before me at the moment. I would therefore request hon. Members who want to participate in the discussion to kindly confine their remarks to ten minutes.

Shri S. S. More (Sholapur): I look with very great sympathy towards these community projects and national extension service schemes, because I feel that they will bring some joy and light to the dismal corners of the rural people's life.

But what is our objective? The Planning Commission have stated in the First Plan at various places what our objective is. I have not the time to quote the whole thing, but I shall summarise the objective. It is to democratise the

whole administrative system, to make the people participate in the shaping of their own well-being, and to use the expression used by the Community Projects Administration itself, to make the common man the engineer for reconstructing his life, the architect and the mason for building up his future home. In other words, we should be rich with life and more equitably placed.

But are we succeeding? That is a very pertinent question to answer. Are we succeeding in harnessing the co-operation of the people to the extent we desire? I know that a sum of Rs. 90 crores was sanctioned. But unfortunately we could not spend all the Rs. 90 crores because most of the activities were in the hands of government officials, and as you know, government officials are bound down by rigid rules and regulations and a straight-jacket mentality which does not permit elastic action to suit the requirements of the situation.

Unfortunately, in this country, whatever is nationalised, and whatever is socialised becomes the monopoly of government officers because the people are not accustomed to look to themselves. We are still suffering from the hang-over of the British administration where for everything we looked to the Britisher. That mentality of the common man is still persisting. I submit that we have got to rescue the people from this sort of slavish mentality.

I am prepared to concede that some of the new officers are entering into the proper spirit. I would recommend to you and to the Members of the House to read some of the articles that appear in the *Kurukshetra* in a critical mood. An officer who is prepared to subject himself to self-criticism is, I believe, one of the greatest assets of our country, because in the past, the Britisher never allowed the officers to criticise themselves, nor did he allow the officers to be criticised by others. The result was that we got a hide-bound bureaucrat who was always in the habit of ordering and dictating, and who was never prepared to consult the interests of the people as he ought to. But now, the officers to some extent generally, and particularly some of the officers in the community projects are showing a very wholesome tendency of self-criticism. That is a feature which we should really welcome. But then that self-criticism is not sharp

enough; it is not realistic enough, with the result that though people's co-operation has to be sought for at every stage, that co-operation is absolutely wanting.

My hon. friend, Shri Raghavachari, was perfectly justified in saying that the co-operation of the co-operative societies is not there. I may say that in the evaluation reports for 1954 and 1955, the evaluation authority, which is a different authority, has specifically stated that panchayats are not coming to their aid, co-operatives are not advancing money and other organisations of people are showing no spirit of enthusiastic participation. Everything seems to be in a sort of anaemic condition, suffering from a sort of inertia, and the reason for the introduction of this inertia is that at every stage of the Community Project, right from the selection of the area to the completion of the project, everywhere you meet nobody else but an officer. The people are not yet trained to react favourably to co-operate with the officer.

Acharya Kripalani (Bhagalpur cum Purnea) : He must go through what foreigners have said about it.

Shri S. S. More : I accept what Acharya Kripalani says. Too many visitors are coming to this country and paying their glowing encomiums. But we should not judge our performance by these encomiums. We should go to the distant villages, have a friendly chat with him and see how he reacts. I am not prepared to question the *bona fides* of these visitors from foreign countries, but they are impressed by the show that we arrange. They are not taken to places where the Community Projects scheme is at its weakest, and therefore, it is likely to give us an exaggerated picture about the success of these projects.

Acharya Kripalani : Let him inform them. They will arrange a show for him also.

Shri S. S. More : I am not as tall as Acharya Kripalani so much so that Government will be persuaded to arrange a show for me. My submission is that the essential thing we ought to do in this case is to secure the co-operation of the villager. He is poor. He is rustic, he is illiterate, he is ignorant, he is living in unhealthy and insanitary conditions. His very soul is dead. We have to inject new life into his soul and make him realise that he is the only architect of his own

future. How can we seek the co-operation of the villager? Not by occasional invitations to him for visiting a project or meeting this officer here or that officer there. I think the villagers ought to be permanently organised on a statutory basis with complete democracy. Let them meet. It is said that the villagers are illiterate and are likely to commit mistakes. But the reports of the Estimates Committee and the Public Accounts Committee and so many audit reports have stated that even the highest-placed officers and the most highly paid officers have been committing blunders, one after another in very quick succession. Let the villagers commit their own mistakes. As Shri Jawaharlal Nehru has said on many occasions, let the villager commit his own mistakes. Let him learn by his own experience so that he will be in a position to enrich, to better, his own life. We are now on the eve of the Second Five Year Plan. A sum of Rs. 4,800 crores is likely to be put into this Plan. But our poor country is not going to a perennial source of money which will be growing increasingly so that we can put in huge growing amounts into all these plans. The life of the people, the energy of the people, the manpower that is idle in the country—these are our greatest treasure. Unfortunately, that treasure is not being properly utilised. Organise the people at the village level. Make it a statutory organisation. Ask the villagers to find out what schemes they want for the purpose of their agriculture. The village gram sevak is supposed to be a new invention, and the project authorities believe that the village gram sevak will be the connecting rod between the project authorities and villagers. I have cared to read the instructions given for the guidance of the village workers. They are very funny instructions; I have no time to read them. But the village worker has to meet every peasant in the village, he has to meet every non-peasant in the village, he has to give practical demonstrations in agriculture, he has to give practical demonstrations in carpentry, he has to do smithery; not only that, he must teach the villagers how to put boracic powder in water and apply the lotion to the eyes of their children. Such a man, I will say, is as rare as the snowman in the Himalayan heights. It is extremely difficult to find him. I have got some experience of working in the rural side. I feel that that sort of man will be rarely available. If we read the columns of *Kurukshetra*, we will find ample justification for this.

[Shri S. S. More]

Therefore, my very earnest request to Government is this. In all the villages that we have, let us organise them. Invite their co-operation. Democratically organised, they will be the strongest force in the country. From ancient times, they have been accustomed to some sort of organisation. Now the family bonds we are snapping. The caste bonds we are snapping. Then what will be the bonds by which society shall be kept together? Village bonds, the bonds of the community organised democratically, looking after its own interest and trying to solve its own problems. That will be the best organisation we can evolve. With you I have been here working for the last four years. I believe all Members cannot claim to have very complete, close personal knowledge of the different problems in the country. The democracy functioning at the top may serve some purpose, but will not be able to serve all purposes. We must go to the villages. We must organise the villages. We must allow them to commit their own mistakes. Therefore, I feel that the Community Project authorities should concentrate more on organising the villages than on giving them a tube-well here or a tube-well there. Give them a tube-well; the villagers are not organised, nobody looks after the tube-well. Give them some road; nobody is there to look to the maintenance of the road. Give them some seeds; nobody is there to see that they are properly utilised. The question of land management is there. All these problems look small, but properly integrated, they make a complete picture. If a Community Projects scheme has to be evolved and taken to its successful culmination, it is necessary that the villagers ought to be persuaded to come in—not only ordered to come in.

I therefore wholeheartedly support the Resolution moved by Shri Raghbir Sahai. I feel that a Committee ought to be appointed to go in a very dispassionate manner without any bureaucratic bias, into the matter and to assess the results. If we are in a position to assess the results, we can find out their own drawbacks not in a way of carping criticism but as close collaborators interested in the common objective. I therefore appeal to the Government to accept this Resolution. Even if they do not technically accept the Resolution, I would appeal to them to work it in its spirit and off their own bat appoint some Committee which can subject the

whole Community Project administration and the work that they have been doing to a very careful and, I would say, sympathetic examination.

डॉ० राम सुभग सिंह (शाहाबाद—दक्षिण): मेरे मित्र श्री रघुवीर सहाय जी ने जो प्रस्ताव इस सदन के सम्मुख रखा है उसका मैं कुछ हद तक समर्थन करता हूँ। इस प्रस्ताव में कहा गया है कि एक समिति बना कर इस बात की जांच की जाए कि निश्चित किए गए धन में से अब तक कितना धन किन किन मदों पर व्यय किया गया है और क्या वह ठीक प्रकार से व्यय किया जा रहा है। पहली पंचवर्षीय योजना में ६० करोड़ रुपये इस कार्य के लिए, जैसा कि श्री माननीय सदस्यों ने कहा है, रखा गया था। अब दूसरी पंचवर्षीय योजना में करीब २०० करोड़ रुपये रखा गया है। हमारे मित्र के प्रस्ताव के दूसरे भाग में कहा गया है कि क्या सहकारिता की सच्ची भावना पैदा की गई और किस हद तक। तीसरे भाग में कहा गया है कि क्या कार्य के प्रभारी पदाधिकारी उन लोगों में विश्वास पैदा करने में सफल हो सके हैं जिन में काम करने के लिए उनसे कहा जाता है। चौथे भाग में कहा गया है कि जनता में काम करने वाले लोगों का कहां तक सहयोग प्राप्त किया गया है और क्या जिला नियोजन समितियां वास्तव में उस प्रयोजन की पूर्ति कर रही हैं जिन के लिए वे बनाई गयी थीं। इन चारों बातों के बारे में इस प्रस्ताव का समर्थन करता हूँ और मेरे समर्थन करने का कारण यह है कि भागे चल कर इन चीजों पर काफी रुपये खर्च करने का विचार है और देश के निर्माण की योजनायें इन्हीं चीजों को आधार मान कर बनाई जा रही हैं।

वस्तुतः मुझे इस योजना से कोई मतभेद नहीं है और मैं इसका दिल से समर्थन करता हूँ कि हिन्दुस्तान के तमाम गांवों में इस प्रकार के कार्य किये जायें। नेशनल डेवलपमेंट काउंसिल (राष्ट्रीय विकास परिषद) ने सितम्बर सन् ५५ में फैसला किया कि ग्रामीण योजना में देश के सभी गांवों को नेशनल एक्सटेंशन सर्विस (राष्ट्रीय विस्तार सेवा) के अन्दर शामिल कर लिया जायगा और उसने यह भी कहा कि कम से कम ४० प्रतिशत ब्लाक्स (खंड) को कम्युनिटी प्राजेक्ट्स (सामुदायिक योजनाओं) के रूप में परिणत किया जाय। लेकिन सवाल तो यह होता है कि अब तक जो ६० करोड़ रुपये स्वीकृत किया गया, उसमें से कितने रुपये का सदुपयोग किया गया है?

बजट पर बोलते हुए वित्त मंत्री महोदय ने कहा कि इसके लिए एक बड़ी हाई पावर कमेटी (उच्च शक्ति समिति) बनेगी जो यह देखेगी कि बड़ी बड़ी योजनाओं में किस तरह से रुपया खर्च किया जा रहा है। उन्होंने यह भी कहा था कि जो अनेकों कमेटियां बनीं जैसे एस्टिमेट कमेटी (प्राक्कलन समिति), कैबिनेट कमेटी और भारगेनाइजेशन एंड मेथड्स कमेटी (संगठन तथा प्रक्रिया समिति) बनीं लेकिन इन सब कमेटियों के बनने के बावजूद भी कोई खास और माकूल व्यवस्था ऐडमिनिस्ट्रेशन (शासन) में खर्च की नहीं हो पाई है और प्रागे भी होने की कोई सम्भावना नहीं है। उन्होंने कहा है कि प्रागे आने वाले पांच वर्षों में अप्रब्यय बढ़ने की सम्भावना है और धन की बर्बादी और अप्रब्यय के बहुत से रास्ते खल जायेंगे और इस लिए उन्होंने हमें चेतावनी दी कि हमें इस प्रकार के व्यय होने वाली व्यवस्था पर और अधिक निगरानी रखने की आवश्यकता है ताकि राष्ट्रीय संपत्ति का अप्रब्यय न होने पाये और वह एक सुनीयोजित व्यवस्था के अनुसार राष्ट्र निर्माण कार्यों पर खर्च हो। और जब ऐसा होगा तभी देश और जनता को अधिकाधिक लाभ पहुंच सकेगा और हम अपने लक्ष्य को प्राप्त कर सकेंगे। उन्होंने यह भी बतलाया कि योजना कमिशन (आयोग) की राय के अनुसार एक हाई पावर कमेटी बनाई गई है लेकिन उन्होंने यह कहा है कि हम लोग कितनी कमी कर पायेंगे, यह बतलाना कठिन है।

कम्युनिटी प्राजेक्ट्स के मातहत जो ६० करोड़ रुपये की व्यवस्था थी, वह सारा रुपया अभी तक खर्च नहीं हुआ है और आज जरूरत इस बात की है कि हम उसके सम्बन्ध में जांच करें कि वह रुपया अभी तक क्यों नहीं खर्च हो पाया। यह हो सकता है कि सभी जगह इस सम्बन्ध में जांच न की जा सकती हो लेकिन खास कम्युनिटी प्राजेक्ट्स में इस बात की जांच अवश्य होनी चाहिए कि वहां पर रुपया पूरा खर्च न किये जाने का क्या कारण है। देखना यह है कि एक कम्युनिटी प्राजेक्ट को जो करीब ६८, ६९ लाख या ७० लाख के करीब रुपया दिया जाता है तो उसमें से कितना रुपया वहां के ऐडमिनिस्ट्रेशन में लगा, इस्टैबलिशमेंट चार्ज (स्थापना व्यय) पर कितना रुपया खर्च आया और कितना रुपया वास्तविक निर्माण कार्यों पर व्यय हुआ जैसे कि कुंधों की मरम्मत और नये कुंधों की खुदाई, गांवों की सिंचाई, और

पशुओं की नस्ल और गांवों की छोटी छोटी सड़कों के बनाने आदि जैसे उपयोगी कार्यों पर ? यह अच्छी चीज है कि दूसरी पंचवर्षीय योजना में

"Where a correct approach is made on behalf of the Administration, the people have come forward to give free and voluntary labour."

इसमें यह भी कहा गया है कि ६० प्रतिशत के करीब लोगों ने यह काम करने में सहायता दी है। लेकिन इसका यह तो मतलब नहीं हुआ कि जो १,२०० ब्लॉक्स कम्युनिटी प्राजेक्ट्स में १ लाख २३ हजार गांवों में काम कर रहे हैं और जिसमें ७०० कम्युनिटी प्राजेक्ट के करीब शामिल हैं, सभी जगहों पर अच्छा काम हुआ है। यह ६० प्रतिशत जो बतलाया गया यह तो भीसत बतलाया गया है। मैं बतलाना चाहता हूं कि कई जगह ऐसी हैं जहां बिल्कुल काम नहीं हुआ और मंत्री महोदय तो हमारे वहां से आते हैं उनको स्वयं इस बात का अनुभव होगा कि जो मैं कह रहा हूं वह सही है या नहीं। ठीक है मैं यह मानने को तैयार हूं कि एक प्राध जगह पर थोड़ा बहुत काम हुआ है लेकिन वह भी कोई खास उत्साहवर्धक नहीं है। मंत्री महोदय का भी गांव से सम्बन्ध है और मेरा तो गांवों के साथ घनिष्ठ सम्बन्ध है, वे इस बात से इंकार नहीं करेंगे कि ग्रांड ट्रंक रोड सरीखी मेन (मुख्य) सड़कों पर ही काम चल रहा है जिनसे कि बड़े बड़े अफसरान को गुजरना होता है और इंटीरियर में गांवों के अन्दर काम नेगलेक्टेड (उपेक्षित) पड़ा है और मैं आप को बतलाना चाहता हूं कि जहां तक कि ऐडवाइजरी कमेटी (मंत्रणा समिति) का सवाल है उसकी बैठक हमेशा कलकटर और ऐडमिनिस्ट्रेटर की स्वीट बिल (इच्छा) पर जब उनको सुविधा होती है तब बुलाई जाती है और गैर सरकारी सदस्यों की सुविधा असुविधा की तनिक पर्वाह नहीं की जाती। ऐडवाइजरी कमेटी की मीटिंग तभी बुलाई जाती है जब कि कलकटर कमिश्नर या ऐडमिनिस्ट्रेटर उसको बुलाना चाहते हैं और जैसे कि श्री राधवाचारी ने अभी आपको बतलाया कि कलकटर को इनकी मीटिंग बुलाने की फुरसत ही बहुत कम मिलती है और जिसका नतीजा यह होता है कि ऐडवाइजरी कमेटी की मीटिंग्स नहीं हो पातीं। मैं तो कहूंगा कि अगर कलकटर के काम के बारे में जनता को सन्तोष है, कलकटर का काम उत्साहवर्धक है तो उसको उसमें जरूर रक्खा जाय, हमको उसमें ऐतराज नहीं है लेकिन यदि उस जिले की जनता को कलकटर

[डॉ. राम सुभग सिंह]

के प्रति संतोष न हो, तो वहां पर कलक्टर को चेयरमैन रखने से मेरी समझ में कोई लाभ नहीं होगा और उस जगह पर कलेक्टर को जरूर चेयरमैन की जगह से तबदील कर देना चाहिए। अब आप हमारे ही वहां का सवाल ले लीजिये। अगर हमारे यहां ठीक से काम नहीं होता और इरीगेशन सेक्टर की चलते, कलक्टर के चलते यह १५, २० लाख रुपया नजायज रूप में लगता है और आप उस कलक्टर को चेयरमैन बनाते हैं और वह कमिश्नर की हैसियत से ऐडवाइजरी कमेटी की मीटिंग पर प्रिंसाइड (अध्यक्षता) करता है तो मैं नहीं समझता कि कोई भी स्वाभिमानी आदमी ऐसे अफसर के मातहत रह कर किसी कमेटी में काम कर सकेगा जिसके कि चलते इतना नाजायज रुपया टैक्स के रूप में लिया गया और फिर गवर्नमेंट को उसे छोड़ना पड़ा। उस अफसर की गलती से वह टैक्स लगा।

दूसरा सवाल यह है कि मान लीजिये कि कम्युनिटी प्राजेक्ट के ६०० गांव हैं और उनके लिए ६८ लाख रुपया दिया जाता है जिसका मतलब यह हुआ कि मोटे तौर से एक गांव का हिस्सा ११ हजार रुपये होता है और अगर एक हजार रुपये इस्टीमिलेशन के लिए भी रख लिया जाय तो हर गांव के पीछे १० हजार रुपया आता है। मैं पूछता हूं कि क्या १० हजार रुपया उस गांव पर खर्चा गया है? मैं आपको बतलाना चाहता हूं कि वह नहीं खर्च किया गया है। उन १० हजार रुपयों से गांवों के अन्दर सड़कों का निर्माण, पुराने कुओं की मरम्मत और नये कुओं की खुदाई का काम और कोआपरेटिव्स (सहकारिता) के जरिए किसानों के लिए सुन्दर बैलों और सांडों का जो प्रबन्ध करने का काम था, पूरा नहीं किया गया है। इसके अतिरिक्त मैं आपको यह बतलाना चाहता हूं कि मैं एक मीटिंग में गया और वह कम्युनिटी प्राजेक्ट का गांव है लेकिन वहां पर मैंने देखा कि गांव के बाहर जो ग्रेड ट्रंक रोड है उस पर तो गेट बना दिये गये हैं और सड़क ठीक कर दी गई है क्योंकि जब अफसर लोग उधर आयेंगे ती वे पायेंगे कि वाकई यहां पर काम हो रहा है। अफसरों के स्वागतार्थ वहां पर कुम्हूँ द्वार हाथी की चित्रकला को लेकर बनाया गया और अफसरों की आसानी के खातिर विलेज एप्रोच रोड (गांव को मिलाने वाली सड़क) ठीक कर दी गई, लेकिन गांव के अन्दर के कठेज की सड़क ठीक

करने का काम नहीं किया गया और जब सरकार का ध्यान उस की ओर दिलाया गया और उनको पत्र लिखा गया कि गवर्नमेंट गांव के अन्दर काम कराये और रास्ते ठीक करवाये तो जवाब आता है कि वह काम तीन महीने में पूरा होने वाला है। ३१ मार्च को उसकी अवधि पूरी हो जायगी तो क्या दिसम्बर से यह काम बिलकुल बंद कर दिया गया है और कोई नया काम नहीं शुरू किया जायगा। मैं उसका जवाब देता हूं। मेरे सामने चिट्ठी मौजूद है। ३० मार्च को मियाद खत्म हो जानी है। दिसम्बर से काम चल रहा है और जनवरी में हमने अपनी चिट्ठी से ध्यान आकर्षित किया, अगर अब वह डर से काम पूरा हो जाय तो भ्रमलग बात है। लेकिन मेरा तो कहना है कि खुद ब खुद वे इस काम को क्यों नहीं करते और उसको कराने के लिए चिट्ठी लिखने की क्यों आवश्यकता पड़े और फिर उसका टालमटोल जवाब दिया जाय। जिनके जिम्मे यह काम कराने का भार होता है वे जिम्मेदारी से अपने कर्तव्य को नहीं निभाते। हमारे देखने में आया है कि ऐडमिनिस्ट्रेटर जाते हैं और उनके जाने पर उनका स्वागत होता है और टीमटाम होता है जिससे वह अन्दाजा लगा लेते हैं कि गांव में काम अच्छी तरह चल रहा है जब कि हकीकत इसके विपरीत होती है और वे चट से अपनी रिपोर्ट में लिख देते हैं कि Excellent work is being done in this village. इस तरह की गलती कर बैठते हैं और वे गांव के अन्दर खुद अपनी आंखों से यह नहीं देखते कि किस तरह काम चल रहा है और काम की प्रगति क्या है। वे यह नहीं देखते कि वहां पर जो कार्य करने के लिए कर्मचारी हैं और जो भ्रमला है वे ठीक से काम कर रहे हैं कि नहीं। जहां तक इन कामों में जनता के सहयोग को प्राप्त करने का ताल्लुक है, हमारा यह अनुभव है कि हमारे अफसरान जनता को इस काम में सहयोग देने के लिए तैयार करने में असफल रहे हैं और वे जनता में जरूरी जागृति नहीं पैदा कर सके हैं ताकि जनता उनका नव निर्माण के कार्यों में सक्रिय सहयोग प्रदान करे। केवल मीटिंग मात्र में बोल देने से अफसरों का कर्तव्य पूरा नहीं हो जाता है। बल्कि उनको खुद जनता के बीच जा कर उससे सम्पर्क स्थापित करना चाहिए और उनकी समस्याओं और कठिनाइयों को समझना चाहिये। खाली ग्राम सेवकों के गांवों में जाने से और जनता से मिल लेने भर से काम नहीं चलने वाला है और

में चेतावनी देना चाहता हूँ कि यह जो हमारे अफसरों की शान है कि हम गांवों में न जायें, तो यह फेल्योर (असफलता) की निशानी है और ऐसे अफसरों को ऐसे पदों पर नहीं रहना चाहिए।

दूसरी चीज यह है कि अगर कमिश्नर साहब पटना से कहीं १५० मील के फासले पर प्रिंसाइड करने जायें तो गवर्नमेंट उनको टी० ए० (यात्रा भत्ता) देती है लेकिन वहाँ का किसान अगर उस मीटिंग में शामिल होने चाये तो उसको रहने के लिए जगह भी नहीं मिलती और उसकी कोई पूछ नहीं होती जब कि आफिशियल मेम्बर (सरकारी सदस्य) की अवभगत होती है और ठहरने का माकूल इन्तजाम किया जाता है, हर जगह यही देखने में आता है कि नान आफिशियल मेम्बर (गैर सरकारी सदस्य) को उतनी सुविधाएँ नहीं दी जाती।

प्राचार्य कृपालानी: नान आफिशियल (गैर सरकारी सदस्य) सत्तु बांध कर जायें।

डा० राम सुभग सिंह: अगर कृपालानी जी की मीटिंग हो तो सत्तु ले कर जाय लेकिन कलक्टर साहब की मीटिंग में सत्तु लेकर क्यों जाय ?

श्री एस० एस० मोरे: भूखों मरे।

डा० राम सुभग सिंह : जिन लोगों को टाई और सूट बूट से सम्बन्ध है वे किसानों में खप नहीं सकेंगे। लोग उनके सामने जा कर सलाम भी करे और सत्तु भी लेकर जायें यह शायद जनता गवारा नहीं करेगी।

Shri Thimmaiah (Kolar-Reserved-Sch. Castes) : Sir, I will make only a few observations on the working of these projects and the extension services. These community projects have no doubt made revolutionary changes in our rural life they have given many facilities to the village agriculturists. Still, I feel that they have not helped the weaker sections of the people, particularly the Scheduled Caste, Scheduled Tribe people. There are certain defects which I would bring before the Minister and I hope he will set right these.

While giving loans to the ryots, the project officer usually gives loans to those who are able to give some security. Big landlords will get these loans but people who cannot afford to give security will not get any loan. Similarly, when improved seeds or improved manure are given, all these go to those who have got some land. The landless

and the weaker sections of the people will not get any benefit. I submit that these schemes should be organised in such a way as to cater to the essential needs of the weak sections of the population.

There are cottage industries, training centres and also basic schools in these project areas. I request the Minister to give particular attention and see that the Scheduled Castes young men are also trained here. I do not say that all the trainees should be these people. But, more Harijan youths should be sent to these schools and attention should be paid to this; that is my request. The project officers can also do the work of land distribution to the landless people. They can take stock of the government lands available in a particular area with the co-operation of the local revenue officers and they can distribute the lands so available to the landless; thereby they can get the co-operation of the people and create enthusiasm among them.

There is another point. These centres are opened far away from the towns. I suggest to the Minister that these community centres should be as far as possible nearer to the people—I do not say Scheduled Caste localities; they should be nearer to the locality where the weaker sections of the population live.

The Deputy Minister of Planning (Shri S. N. Mishra): You mean the headquarters of the projects.

Shri Thimmaiah: In view of the fact that we are going to establish a socialist pattern of society, this aspect of helping the weaker section of the people should be specially considered.

I have also noticed that the officials do not feel like one among the masses. Thereby the masses think that it is all done by the Government and they have no part to play. So, we must select such people as village level workers, community project officers, etc., who will feel one with the masses. They should not feel that they are officers; they should feel like a social worker or gram sudh-arkars. Otherwise, people lose interest and it will become officialdom and there will be no co-operation from the people.

Lastly, I submit that Government should see that some cultural programmes are conducted in the Harijan localities also so that it may help to banish untouchability. It will thereby create a

[Shri Thimmaiah]

sort of oneness among the caste Hindus and the Harijans. I hope that these suggestions will be considered by the Minister.

Dr. Rama Rao (Kakinada): I want to bring a few things to the notice of the hon. Minister. Before I go to point out the defects, I admit that this is a new type of service that we have started. There are so many shortcomings and I think the officers and our young men and women employed in this work are just now finding their feet and developing fairly a good spirit to carry on this work. Fundamentally, there is one basic defect which has been pointed out already. Unless you distribute land to the landless agricultural labourers, you cannot have real and genuine enthusiasm. That is the basic defect. But as far as it goes I will welcome whatever is being done.

Firstly, I want to refer to my own community project area—Kakinada Peddapuram project. There is some confusion about the interpretation of some rules relating to funds allotted. I do not know if that has been set right during the last twenty days, after I came here. Before I came here there was a complete stand-still in the work there because they did not know whether the Rs. 65 lakhs allotted to that area includes certain amounts. It is a fairly well-to-do area as compared to others. There were large amounts of cash contributions from the people and the people are now sorry over that. They have contributed Rs. 5,000 in some villages and in one place about Rs. 20,000. Suddenly, somebody raised a doubt if the Rs. 65 lakhs allotted includes these contributions also and so the entire work in the area has come to a dead stop because they could not spend the contribution from one village on works in other villages. They cannot also start new works. I hope Government would have already corrected this absurd position and allowed the work to go on. This sort of thing has brought in frustration among not only the villagers who have contributed money but also among the officers who have just now found some enthusiasm to carry on the work. They do not know whether to return the money to the villagers or to carry on the work.

Just now, Shri Thimmaiah referred to House sites. How can you expect any enthusiasm from the people if red tape is becoming worse day by day. There is nothing red in this; if there is some-

thing red, people would be moving faster. I will give you an instance. In my district, about eight years ago, Harijans paid some money for house sites. As everybody knows, they are poor people and they would have mostly borrowed this money in the hope of getting some house sites. Now, the Government orders are to give these sites free to these people. Here, in this particular case, they are not asking even free houses; they have paid money into the Government treasury seven or eight years ago. Still the house sites are not given to them. There are some committees and M.P.s are V.I.P.s; they are on many committees. I am also on a committee there. I requested the Collector concerned to settle the matter regarding house sites. He said: "We are finishing it within a short time". Like that it has been going on and the matter is not settled for the last 7 or 8 years. One village is called Navakhandrapada in East Godavari District and another is called Mallam in East Godavari District in which the Harijans have paid for house sites. How on earth can you expect enthusiasm from people when in spite of all tall talks and lectures you do not give them house sites? What is happening is this. Somebody whose land he does not want to be taken over by the Government bring in some influential man—I am sorry to say, usually a Congressman, because all people of wealth are in the Congress, not the honest old Congress type but the new type of vested interests—and the whole thing is stopped. Once I requested the Collector to take all his officers concerned to the village and settle the matter in half an hour. He did not do it.

Then, I want to point out that there is a certain element of show. It is true that when we start a new work we would like other people to know what we are doing. I am glad that a Congress Member, Dr. Ram Subhag Singh has pointed it out and I think it does not require my adding anything to it. Even in their own journal *Kurukshetra* you must have seen the cartoon by Samuel where two rows of boys are shown with garlands and a lady and a gentleman are coming. One says: "I wish every day some Ministers come so that we can have a holiday every time. I am tired of these studies." That is exactly what is happening at least in some places. Anyway you have to take visitors to the places of our work and I would request you to take them to new areas so that

they will get a good clean-up. Do not take them to the same areas.

Shri C. R. Narasimhan (Krishnagiri): And keep on rotating.

Dr. Rama Rao: It was said that Ramachandrapuram does not exactly fall in the project scheme. Actually everything is included in the community project area. For the leprosy scheme they have sanctioned equipment, doctors and staff. The staff have gone there only 8 months ago and the equipment has just come. Now it is working very well. My object in pointing this out is, why do you appoint people and spend money for 8 months without the necessary equipments. The scheme is really good. They want the doctors to go to the villages instead of the patients coming to their institution. Now they are actually doing good work.

Another thing I want to point out to the hon. Minister is that in this community project area one of the most essential needs is protected water and sensible latrines. The community project people are doing this here and there. I think I need not elaborate this point but I want to stress that they must make greater efforts on the provision of scientific sensible latrines and tube-wells, filter points or any other kind of protected water.

In some backward areas like the ceded districts there is another difficulty. They want people to give contribution either in the form of cash or in labour. They are too poor to give cash and during the working season they are unable to spare labour. Therefore, in such places it is becoming very difficult. Previously,—I am speaking about wells—at least the Revenue Department was digging wells in those areas under the rural water-supply scheme. Now that the community project has come the Revenue Department does not do it. The community project people also do not do it because the people do not give free labour or contribute in cash. I would say that as far as wells are concerned the community project people or the Revenue Department must do that job immediately.

With regard to Tripura we have not got a single road laid in the last three years. I want politics to be kept apart as far as possible. Of course, to some extent it may not be possible but as far as possible politics should be kept apart. Recently there was an instance in Kerala where one panchayat under the president-

ship of a Communist built a road in the community project area. They invited our friend Dr. Keskar—who has just now gone—to open that road. But, unfortunately, the local Congressmen dissuaded him from doing that. This sort of thing all of a sudden causes frustration among the people. This matter has been brought to the notice of the Prime Minister by an independent M.L.A. What I want to point out is that at least as far as village work in the community project area is concerned let us keep politics away as far as possible. While talking, the Ministers say that they want co-operation from all but when it comes to actual doing there are some defects. I do not say it is all round.

Again, in this same community project area in Rayalaseema there is another difficulty. The villagers are ready to contribute for high schools and the middle schools and the community project authorities are ready to give their share. But, the District Board being on the verge of bankruptcy do not want this work to go on. The Community projects authorities should therefore induce the Government of the State to see that the schools are started. There are already very poor educational facilities in those areas and even when the villagers are coming forward with their contribution owing to the bankrupt condition of the District Board the schools are not started. At least in places where there are community projects the Government must see that the schools are started and the people are encouraged to come forward with their contribution.

Therefore, Sir, I am glad to support this Resolution so that this Committee will at least give some facts to the people who are in authority to know the defects and make suggestions for their improvement.

May I make one point more, Sir?

Mr. Chairman: The hon. Member must close now.

Dr. Rama Rao: Very well, Sir.

श्री भक्त बर्षाण (जिला गढ़वाल—पूर्व जिला मुरादाबाद—उत्तर पूर्व): मैं सबसे पहले अपने आदरणीय मित्र श्री रघुवीर सहाय जी को बहुत बहुत धन्यवाद देता हूँ कि उन्होंने इस संकल्प के द्वारा इस सदन का ध्यान एक बहुत ही आवश्यक विषय की ओर आकर्षित किया है। जैसा कि रिपोर्टों से मालूम भी होता है इस पर लगभग ६० करोड़ रुपये का व्यय का अनुमान लगाया गया

[श्री भक्त हर्षान]

है, और सारे देश के हर गांव में इस योजना की बजह से एक नई जागृति और आशा की किरण पैदा हो गई है। सब जगह बड़े बांध नहीं बन सकते, सब जगह रेलों की लाइनें नहीं बन सकतीं, सब जगह बड़ी-बड़ी मोटर सड़कें नहीं बन सकती हैं, लेकिन सामुदायिक योजना का प्रकाश हर गांव में पहुंचाया जा सकता है और इसके द्वारा हम अपने गांवों के वास्ते स्वराज्य का वह सुख पहुंचा सकते हैं जिस की हम बहुत दिनों से कल्पना करते रहे हैं। इस लिये मैं इस विषय को यहां पर लाने के लिये अपने मित्र श्री रघुवीर सहाय जी को बहुत धन्यवाद देता हूं। मैं उन्हें बधाई भी देता हूं क्योंकि एक प्रकार से इस विषय का पुनर्जन्म हुआ है। बेल्ट (मतदान) में जा कर यह समाप्त हो गया था, अब फिर यह दुबारा आया है, इस लिये श्री रघुवीर सहाय जी बहुत भाग्यशाली हैं कि उन के इस प्रस्ताव का पुनर्जन्म हुआ है।

सभापति जी, यहां पर बहुत सी बातें सामान्य रूप में कही गई हैं, लेकिन मैं दो-तीन बातों की ओर माननीय मंत्री महोदय का ध्यान आकर्षित करना चाहता हूं। अभी तक जगह-जगह पर जो प्लैनिंग (योजना) या विकास के काम चल रहे हैं, उन में जो डिस्ट्रिक्ट प्लैनिंग आफिसर्स (जिला योजना पदाधिकारी) हैं या जो डिप्टी प्रोजेक्ट एग्जिक्यूटिव (आफिसर्स परियोजना कार्य शासिक अधिकारी) हैं या ग्लाक डेवेलपमेंट आफिसर्स (खण्ड विकास अधिकारी) हैं जहां तक मेरा अनुभव है, वे अधिकांश में ग्राइ० ए० एस० या पी० सी० एस० या इसी तरह की और सर्विसेज (सेवाओं) के हैं। मैं उन लोगों को ज्यादा दोष नहीं देना चाहता, वे बड़े अच्छे शासक हैं, उन में कार्य क्षमता भी है। जहां तक एफिशिएंसी (कार्य क्षमता) का संबंध है, उनकी दक्षता में सन्देह नहीं किया जा सकता। लेकिन जहां तक जनता की सेवा करने का संबंध है, मैं नहीं समझता कि वे इस दिशा में अधिक सफल हो सकते हैं। आज जो व्यवहारिक कठिनाई मैंने उत्तर प्रदेश में अनुभव की है वह यह है कि जो डिस्ट्रिक्ट प्लानिंग आफिसर्स और डिप्टी प्रोजेक्ट आफिसर्स (उप परियोजना अधिकारी) नियुक्त किये गये हैं उन को हमेशा यही फ़िक्र रहती है कि वह किसी तरह रेगुलर लाइन (नियमित पदाली) में जा कर ऐडिशनल डिस्ट्रिक्ट मजिस्ट्रेट या कलेक्टर हो जायें। इस लिये उनके दो तीन साल तक काम करने के समय में उन के ऊपर जितना खर्च होता है वह सब बेकार हो जाता है। इस बारे में मेरा सुझाव यह है कि जिन सार्वजनिक सेवकों

ने अपना सारा जीवन गांवों की सेवा में व्यतीत किया है, जो खादी के काम में या दूसरे प्रकार के सार्वजनिक कामों में कुछ अनुभव रखते हैं, अगर उन में से शिक्षित व्यक्ति मिल सकते हों तो उन को इस कार्य के लिये लिया जाय। यदि यह सम्भव न हो सके तो मेरा दूसरा सुझाव यह है कि हमारी सरकार का जो कृषि विभाग है या साहकारिता का विभाग है, उन में जो गजेटेड आफिसर्स हों उन में से डिस्ट्रिक्ट प्लैनिंग आफिसर्स और डिप्टी प्रोजेक्ट एग्जिक्यूटिव आफिसर्स लिये जायें। चूंकि उनका जनता से सीधा सम्पर्क रहता है इसलिये वे ज्यादा सफल हो सकता है। कुछ दिन हुए मैंने समाचार पत्र में पढ़ा था कि श्यपद गवर्नमेंट की मंशा है कि एक ग्राल इंडिया डेवेलपमेंट सर्विस (ग्रहिल भारतीय विकास सेवा) या इसी तरह की कोई दूसरी सर्विस (व्यवस्था) प्रारम्भ की जाये। मुझे पूरी जानकारी नहीं है कि इस विषय में कितनी प्रगति हुई है, लेकिन अगर यह विचार किया जा रहा है तो मैं इसका स्वागत करता हूं। मैं समझता हूं कि जब तक अच्छे विचारों की ओर अच्छे दृष्टिकोण के लोग इस मैशिनरी में नहीं होंगे तब तक हम लोग संसद में बैठ कर या प्लैनिंग कमिशन (योजना आयोग) में बैठ कर गांवों का परा उपकार नहीं कर सकते।

4 p.m. दूसरी बात जो मैं कहना चाहता हूं वह यह है कि अपने इन्कम्प्युनिटी डिवेलपमेंट प्राजेक्ट्स (सामुदायिक विकास परियोजना) का कार्यकाल तीन वर्ष का रखा है। मैं अपने व्यक्तिगत अनुभवों के आधार पर यह कह सकता हूं कि यह समय बहुत कम है। पहला वर्ष तो ऐसे ही काम को प्रारम्भ करने और उसको सीखने इत्यादि में खत्म हो जाता है और जो तीसरा वर्ष होता है उसमें कर्मचारियों को अपने विभागों में वापस जाने की उत्सुकता होती है और वे ठीक तरह से काम नहीं कर पाते हैं। बीच का ही एक ऐसा वर्ष रह जाता है जब वे ठीक तरह से काम कर सकते हैं। इस वास्ते मेरा सुझाव है कि इनका कार्यकाल पांच वर्ष कर दिया जाय ताकि वे जम कर काम कर सकें। ऐसा करने से ही मैं समझता हूं कि वास्तविक सफलता प्राप्त हो सकती है। आजकल जो यह तीन वर्ष का समय रखा गया है उसका परिणाम यह हुआ है कि बहुत सी बड़ी-बड़ी रकमें खर्च होने से रह गई हैं। मैं आप को अपने जिले गढ़वाल में बधान के इलाके की बात बतलाता हूं। वहां पर जो कम्प्युनिटी डिवेलपमेंट ब्लॉक (सामुदायिक विकास खण्ड) हैं वह इसी ३१ मार्च

को खत्म हो रहा है। वहाँ लोगों में जो भाषा का संचार हुआ था वह समाप्त होता जा रहा है और उनमें निराशा फैल रही है। कर्मचारी भी कुछ ट्रेनिंग प्राप्त कर पाये थे और अब वहाँ से कम्युनिटी प्रोजेक्ट को उठाकर दूसरी जगह ले जाया जा रहा है। मैं चाहता हूँ कि इस कार्यकाल के प्रश्न पर गम्भीरता से विचार किया जाये।

अब मैं एन० ई० एस० ब्लॉक (राष्ट्रीय विस्तार सेवा खण्ड) के बारे में कुछ कहना चाहता हूँ। एक नेशनल एकस्टेंशन सर्विस ब्लॉक पर साढ़े सात लाख रुपये खर्च करने का लक्ष्य रखा गया है। इसमें से करीब डेढ़ लाख रुपया वेतन, भत्तों, मकान इत्यादि के किरायों और जीप्स आदि पर खर्च हो जाता है। करीब चार लाख रुपये कर्ज के रूप में दिये जाते हैं और केवल दो लाख रुपये ही अनुदानों के रूप में देने के लिये रह जाते हैं। वे चार लाख रुपये जो कर्ज के रूप में रखे जाते हैं और उनको जिन सिद्धान्तों के आधार पर दिया जाता है उस पर मुझे कोई आपत्ति नहीं है। परन्तु जब हम इस प्रणाली को व्यवहार में लाते हैं तो कानि नाई पैदा होती है। मैं बतलाना चाहता हूँ कि मैदानों में एक किसान को यदि ५,०० या १,००० रुपया मेसनरी वेतन या पक्का कुम्हा बनाने के लिए दिया जाता है और यदि उसके पास १५ या २० एकड़ भूमि होती है तो वह उस कर्ज को आसानी के साथ चुका सकता है। लेकिन जब आप पहाड़ी इलाकों की ओर जाते हैं तो ऐसा नहीं होता है। वे कर्ज को भुगत नहीं कर पाते हैं। अधिक से अधिक उस कर्ज से जो वह लाभ उठा सकते हैं वह इतना ही है कि वे पेट भर भोजन पा लेते हैं। इस वास्ते मैं प्रार्थना करता हूँ कि पहाड़ी इलाकों के लोगों को कर्ज देने की प्रणाली में संशोधन किया जाना चाहिए। अभी यहाँ पर बताया गया है कि जो ६० करोड़ रुपये रखे गये थे वे सब खर्च नहीं हो पाये हैं। मेरे विचार में यदि यह देखा जाय कि वे कौन सी मदें हैं, उन पर कि पूरा रुपया खर्च नहीं हुआ है तो हम को कर्ज की ही ऐसी मद मिलेगी जिस पर कि पूरा रुपया खर्च नहीं हो सका है। मैं चाहता हूँ कि पर्वतीय इलाकों में और पिछड़े हुए इलाकों में जहाँ इस कर्ज की रकम का उपयोग नहीं किया जा सका है लोकल अथोरिटीज को यह सुविधा दी जाए और इस बात की छूट दी जाय कि वे उस कर्ज को अनुदान के रूप में वितरित कर दें।

अब मैं और एक बात आपके नोटिस (ध्यान) में लाना चाहता हूँ। यदि आप चाहें कि आप सारे देश को एक ही लाठी से हांक दें, तो आप ऐसा

नहीं कर सकेंगे। मैं आपको एक उदाहरण देता हूँ। मैं अपने जिले में जिला विकास संघ (डिस्ट्रिक्ट डिवेलपमेंट एसोसियेशन) का अध्यक्ष था। यू० पी० सरकार की ओर से एक सर्कुलर आया कि आपके जिले के लिए २० पक्के कुम्हों के लिए १०,००० रुपये मंजूर किये गये हैं और आप उस को इन-इन मदों पर खर्च कर सकते हैं। उन मदों में से एक मद यह भी थी कि कुएं बनाने पर भी रुपया खर्च किया जाए। मैंने डिप्टी कमिशनर को लिखा कि मेरे इलाके में कुएं नहीं बन सकते हैं, इस लिए इस रुपये का उपयोग इरीगेशन चैनल्स बनाने पर, सिंचाई के कार्यों पर किया जा सकता है और ऐसा करने की आज्ञा दी जाए। लेकिन यह चीज नहीं मानी गई। इसके बाद मैंने डिवेलपमेंट कमिशनर (विकास आयुक्त) को लिखा। उन्होंने कहा कि हमारे ऊपर एडमिनिस्ट्रेटर (प्रशासक) हैं, केन्द्रीय सरकार है और उन्होंने एक फारमूला बना रखा है, उसमें हम परिवर्तन नहीं कर सकते। मैं समझता हूँ कि आप कोई "कट एंड ड्राईड फारमूला" बना कर उसको हर जगह पर एप्लाइ (लागू) नहीं कर सकते। आपको स्थानीय अधिकारियों को या वहाँ की प्रांतीय सरकार को कुछ न कुछ परिवर्तन उसमें करने का अधिकार देना चाहिए। मैं समझता हूँ कि इसके बारे में कोई सख्त नियम यदि आप बनायेंगे तो व्यावहारिकता की दृष्टि से सफल नहीं हो सकेंगे। वैसे भी अगर आप देखें तो आपको पता चलेगा कि यदि आप मैदानों में कुएं बनाने पर रुपया देते हैं तो आपको पहाड़ी इलाकों के लिए जहाँ पर ऊबड़ खाबड़ जमीन होती है बनीकरण (एफोरस्टेशन) के लिए या उद्यान-कला यानी हार्टिकल्चर के लिए रुपये देना चाहिये। यदि आप अपने नियमों में इस प्रकार के परिवर्तन करेंगे तभी आपको सफलता मिल सकेगी।

अब एक छोटी सी बात की तरफ मैं आपको ध्यान और खींचना चाहता हूँ। इस सामुदायिक योजना में या राष्ट्रीय प्रसार योजना में क्या कारण है कि जो शब्दावली अमरीका में इस्तेमाल होती है वही यहाँ पर इस्तेमाल की जाती है। मैं आपको एक उदाहरण देना चाहता हूँ। जो इन योजनाओं में सब से छोटा कार्यकर्ता होता है उसको विलेज लेवल वर्कर (V.L.W.) (ग्राम सेवक) कहा जाता है। गांव वाले कई बार उसको समझ नहीं पाते हैं। मैं पूछना चाहता हूँ कि क्या आप उसका नाम "ग्राम सेवक" नहीं रख सकते हैं? क्या कारण है कि हर चीज में हम

[श्री भक्त दर्शन]

अमरीका की या दूसरे विदेशी मुल्कों की नकल करते हैं। मैं मानता हूँ कि हमें थोड़ा बहुत रुपया विदेशों से मिलता है, लेकिन क्या इसका यह अर्थ है कि हम उनकी शब्दावली को भी अपना लें? क्या हमारा शब्दकोष इतना दिवालिया हो गया है कि उसमें "विलेज लेवेल वर्कर" आदी के लिए कोई शब्द ही नहीं है? यदि इसके लिए कोई शब्द नहीं मिलता है तो हम कोई शब्द गढ़ सकते हैं। इस लिए मेरी प्रार्थना है कि हमें इन फीरेन (विदेशी) शब्दों को न अपना कर अपने शुद्ध भारतीय शब्द ही इनके स्थान पर प्रयोग में लाने चाहियें।

अन्त में जो प्रस्ताव मेरे मित्र रघुवीर सहायजी ने पेश किया है उसकी भावना का तो मैं समर्थन करता हूँ। परन्तु यह चीज़ जो उन्होंने कही है कि पालियामेंट (संसद) के मेम्बर (सदस्यों) की समिति या समितियाँ बनाई जायें जो जांच-पड़ताल करें, इसको मैं व्यावहारिक नहीं समझता हूँ क्योंकि यदि कमेटी बैठेगी तो सिवाय झालोचना के और कुछ व्यावहारिक लाभ प्राप्त नहीं होगा। मेरा सुझाव यह है कि जो कमेटी इवैल्युएशन रिपोर्ट्स (विकास प्रतिवेदनी) निकालती है वे उनमें ज्यादा गहराई से जाया करें।

दूसरा सुझाव मैं यह देता हूँ कि एक स्थायी कमेटी बनाई जाय जिसमें पालियामेंट के मेम्बर जो इस विषय में दिलचस्पी रखते हैं रखे जायें। इस कमेटी की कम से कम साल में एक या दो बैठकें हुआ करें और सारी प्रगति पर विचार करने के बाद सदस्यों से सुझाव मांगे जायें। यदि इस तरह से काम किया गया तो हम अपने उद्देश्य में सफल हो सकते हैं।

इतना कहने के बाद अन्त में मैं इतना ही कहना चाहता हूँ कि जो प्रस्ताव रखा गया है उसके पीछे जो भावना है उसका मैं समर्थन करता हूँ।

Shri C. R. Narasimhan: My experience of the Community Projects is nil.

Mr. Chairman: I would request hon. Members to be very brief. Still, there are many Members wishing to speak.

Shri C. R. Narasimhan: Yes; I shall be as brief as possible. As I said, my experience of the Community Projects is nil. But I have got three or four Community Development Blocks in my constituency, and though I have not had close experience of them directly, I have been in close touch with the workers

who work there and I had occasion to meet them, and they have given me their own views which I want to share with Members here. Their points, or some of them, are worth noticing here. I have consulted a local member of the Legislative Assembly and also another friend who happens to be the President of the District Congress Committee and a former member of the Legislative Assembly of that State. They are all good workers too. I would like to point out here what their feelings about these projects are. For instance, what the member of the Legislative Assembly says is this :

"The higher authorities often transfer the block officers and also the Gram Sewaks from one block to another block. If officers of experience are often transferred, it is difficult to execute the work in the rural areas. Nothing will happen. The main work will suffer. People are handicapped."

Then, he goes on to say :

"They should allow the officers, clerks or the Gram Sewaks, or junior engineers, whoever they may be, to work at least two years in a particular block. Though the Government servants in the Community Projects are paid officers, they have to forget themselves that they are officials and they have to work like the social workers. Then only they will execute all the work successfully with the co-operation of the public. The junior engineers are not co-operating fully as they think that they are not the subordinates of the block officers. That kind of idea should go."

This is what the member of the Legislative Assembly has said.

Then, the President of the District Congress Committee, who is also in the Bharat Sewak Samaj, thinks that the present work is just in the nature of spoon-feeding, and actually, self-help is not taught. Money is given, and some construction goes on, and if additional contribution is needed, in most of the cases, the money which is in the custody of the local panchayats is taken and the work is completed. But nothing further happens. He says, is it all only about material welfare and that nothing extra is done to improve the moral calibre of the people, and that is what the workers feel. Then, in the matter of repairs and such other things, the gene-

ral tendency of the officials is to go in for materials from outside. When construction work takes place, they do not finish the construction with the materials that are locally available. The tendency is to go outside the area and get things. As far as the schools are concerned, simplicity has not become the habit. The tendency is to have chairs, benches and such costly furniture. The workers feel that we may as well try to be simple in these matters. When roads are laid, the general complaint is that the authorities desire 50 feet or 60 feet to be the width. The villagers find it very difficult to contribute land for such purpose. You know that sometimes the owners find it very hard to part with lands. Where smaller widths could be had, greater widths are insisted upon. There is difficulty in public co-operation.

We also feel that there is lot of red tape and routine correspondence. As regards loans, the experience in my area is that where the *pattas* are joint, the loans are not easily granted. Also, in the *mitta* areas, zamindari areas, where the lands have not been properly surveyed, there is delay in getting loans. This means that a good number of people are deprived of this benefit. In my area there is another feeling that the co-operation between the revenue officials and the workers of the area is not quite up to the mark and much improvement can be affected. This is the first hand information I have, but otherwise, everything has its own use and the community development projects are functioning well.

I would like to make one suggestion, namely, in those block areas, particularly in parts of the country where prohibition is enforced, documentary films should be shown to dissuade the people from resorting to illicit distillation. Otherwise, whatever good work is done by these projects will be lost. After all, there is law-breaking, and if people are told that they should not resort to illicit drinking it will be good.

Mr. Chairman: I hope the hon. Member is speaking on this Resolution.

Shri C. R. Narasimhan: Yes, Sir, I also had the great honour of opening two roads built by college boys. On that occasion, there was great enthusiasm all over and the villagers were quite happy about it. There is a village between two parallel roads. But due to party feelings, the central village did not fully co-operate and it was not enthusiastic about

the work. On the occasion of the opening of the road, big officers came in cars. It was quite a surprise for the people in the central village when they saw the big vehicles; they changed their mind and they said, "we will make arrangements to rebuild the other parallel road." The old feelings disappeared. Therefore, this shows that with greater enthusiasm and initiative, much more work can be done.

Shri Debeswar Sarmah (Golaghat—Jorhat): In my constituency there are two N.E.S. blocks and a Community Project and the picture I give from personal experience of this will also hold good for other blocks and projects in that State and elsewhere. Firstly, the administrative cost in the N.E.S. blocks is rather high. In the case of the State, it is about 10 per cent, but in the N.E.S. blocks and community projects it comes to over 20 per cent. The result is that little is left for the working of the N.E.S. blocks and projects. There is also some confusion about the functions of the officers and the members of the advisory board. Some officers think that it is enough if they keep their superiors pleased and they need not care for the advisory committee. The result was that in one block, the advisory committee wanted to dissociate itself completely, with great difficulty they were persuaded to continue in their advisory capacity. In another N.E.S. block, the advisory board gave some directions and suggestions in respect of the budget and poultry, but the authorities thought it fit to throw those suggestions into the waste paper basket, with the result that the advisory committee in a way boycotted the block. These advisory committees consist of a number of influential men of the area but if their advice and suggestions are disregarded in this way, what co-operation can be expected from them? I keep fairly close contact with the villagers. I only translate the local saying in this connection. The villagers say that they have seen white-roofed houses and a platoon of officers, but received no benefit. The people do not feel the glow that is meant to be felt by them. There is confusion and lack of co-ordination between the officers and the local self-governing bodies. I, as a member of the advisory board, really want to get a clarification as to what the respective functions of the District Board—we call it Local Board—and the N.E.S. blocks are. Sometimes we find the villagers in the position of the proverbial washerman's dog he gets his

[Shri Debeswar Sarmah]

meal neither here nor there. The Local Board says, that since there is the N.E.S. block in that area, it has little to do. But the N.E.S. block officers say, "You go on doing it; we can only help you, give you some encouragement and some money. When you build a road, we can give you some money for the bridge." The Local Board people say, "The N.E.S. block has plenty of money and you have to spend it" and so on. In this way, it appears that there is lack of understanding and co-ordination which are essential to make the N.E.S. blocks and projects a success.

I am not making a general remark in respect of all the officers, but I think there is something lacking in the background in which most of them are working. They continue to have the same mentality which used to prevail before. They think that if an officer does his routine duties and if he can keep his superiors—the Collector or whoever he may be—satisfied, his job is done. The result is that though these blocks and projects are working all right on paper, if you go to the village, you will find that the work is not done up to expectations; the actual work done is much less than what could have been done.

A N.E.S. block field worker—Gram Sevak—gets about Rs. 103 per month, inclusive of allowances. I have no papers with me; I speak from my memory, subject to correction.

The N.E.S. village workers get about Rs. 103 per month. His counterpart, the field worker in the Agricultural Department gets only Rs. 83. Why is this disparity when both do the same work? How can the work go on smoothly? Similarly, a District Agricultural Officer or an Inspector of Agriculture gets a much smaller sum than the Project Officer. Some of them might have been lifted up from some aided high school or supply or some other Department. They are getting Rs. 400 whereas the District Agricultural Officer gets about Rs. 200. Then how can they function harmoniously?

Then I come to touring. I have no doubt that high officers, particularly the Community Project Administrator and the officers of that cadre, may possess personal magnetism and can infuse enthusiasm in the officers and workers. But it is difficult to understand how a rushing and tearing tour from Delhi to Assam, going by plane or motor-car,

staying for a night in the Circuit House and calling a few persons to come and meet them in the Circuit House is going to help the administration of the Community Projects. Of course, they are welcome and they are entitled to their emoluments. But one is also entitled to say that the money that has been spent on their tours is a sheer waste.

When the Community Projects Administrator goes to a district I think it would be useful if he makes some personal contact with some advisory committees and local people and tries to find out the difficulties which exist in particular areas. For example, in Assam there is a great demand among the agriculturists for agriculture loans to buy a pair of bullocks. Some want help to destroy the insect pests by means of insecticides. Then these people have not got enough landed property. Most of them, I suppose 80 per cent of them, have not got more than five *bighas*. Then how can they maintain themselves? Most of the people are landless. How are they to get some land to carry on their cultivation? How are they to get some loan to buy bullocks and implements when they have not lands to offer as security against loans. These things have to be straightened out by the Community Projects Administration. The Administrator makes a flying visit and he has not the time to reply to letters which seek for guidance from him. It is unfortunate. It is not my intention to offer carping criticism. All that I have to say is that the methods of operation and selection of officers have to be improved upon and that too without delay. I hope and trust that our young Deputy Minister in charge of this Project will try to have a correct appraisal himself. But a flying visit will not be of much help.

Mr. Chairman: I propose to call the Deputy Minister at 4-30 P.M. There are five minutes left. I request Shrimati Ila Palchoudhury to finish her speech in five minutes.

Shrimati Ila Palchoudhury (Nabadiwip) : I have not very many points to make about the Community Projects. We have put a great deal of trust in them and we know that in the villages they have done a lot of good. At the same time there is still more to be done and so I am very glad that this Resolution has been brought. I support it heartily. I certainly think that a committee should be formed and that we should sit together and Members of Parliament should take interest and discuss what

can be done in the villages most thoroughly and try to implement that. What is put down on paper does not do any good to the villager. He does not understand theories but he does understand what he can get.

I have one request to make to the Community Projects Administration. Because of trouble between officers certain blocks are closed down. In my own area certain N.E.S. blocks have been closed down. The authorities say: it does not matter the feeling is, even close down the block, so that so and so does not work there. There are personal rivalries and good work is stopped. So it is really time for officers to step in.

I quite agree with my hon. friend that when the officers go round touring these blocks they must actually go into the interior-most parts. I have found Chairman and officers of these Blocks—I would not like to mention names—landing by aeroplane, having a meeting in the aerodrome itself and going back by the next plane. This is the sort of tour that they have!

I have very little time hence, I will be brief. The Community Project should look after rural areas. It is there to bring rural life to a fuller flowering. It must create enthusiasm. Yet some of the money that is available, is given only for equipments. Sometimes it becomes very difficult. A school has no roof. When you ask for money it is said that it is meant only for equipment and it cannot be used for building. A school has no wall. When you ask for money you are told that it is meant for books and you cannot use it for the wall. So I think some relaxation of these rules has to be brought about.

Now insurance has been nationalised. So many other things have been nationalised. But it is a pity that municipalities have not been thought of and no restrictions have been put on them. The condition of the municipalities in small district towns leaves much to be desired. Today the condition of some of the towns has to be seen to be believed. I request some of the Community Project workers and the Ministers to come and see them. I want these blocks at least in the small district towns so that some part of the work which the municipality cannot or does not do can be carried out. Let the small district towns be within the ambit of Community Pro-

jects. That is what I want to appeal for most earnestly.

Shri S. N. Mishra: I am really very glad to be able to participate in this debate. But I am unlucky to have a very bad throat and somewhat indifferent health.

At the very outset, however, I would like to thank the hon. mover of the Resolution for having given us an opportunity to clarify certain points and misunderstandings that needed clarification through this august forum. Particularly, I am very thankful to the hon. Member, who does not seem to be present just now but who participated in the debate on the last occasion, Shri B. K. Das, who made a very able and constructive contribution to the debate.

I can only assure the House that we, on this side of the House, welcome criticism particularly so far as planning or any aspect of it is concerned, because for a programme like the community projects, which is essentially a people's programme, public criticism, well informed criticism of the hon. Members of this House is the very life breath. In fact, in the absence of such criticism, we can have a just grievance of inadequate attention or non-attention or even indifference. I am one of those who believe that for planning, it is better to be criticised than ignored. As Pascal said, to run down philosophy is really to philosophise. With a little adaptation, I can say, to criticise planning in a sense is really to plan. The criticisms of hon. Members of this House are, in my opinion, a measure of their interest and their expectations and so they are very welcome. We would only hope that these criticisms would be more usefully made available to the Project advisory committees which they are expected to activate and inspire.

Why do we attach so much importance to this movement which is called community development programme. It is because, the problem in our country is not only to build an economy, but to build a nation. It is in this view of the matter that our Prime Minister attaches the greatest importance to this movement and according to him, it is the most basically revolutionary and hopeful thing going on in the world. In fact I feel, and I think other hon. Members of this House share that feeling that this is going to be the mainstay of democracy in India, because it is the community project programme that nurtures democracy at the grass roots. Therefore

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it is but natural that so much interest as was evinced during the course of this debate should have been taken by hon. Members.

No doubt, every one of us feels that the road to the goal of economic emancipation is going to be a long one. This is however one of the peculiar characteristics of this movement that it has filled the people with hope, faith and confidence to realise that goal probably much sooner than many of us imagine. The spirit which I want to bring to bear on the treatment of this subject is not one of clasping one's hand over one's head in placid self-congratulation, but one of realistic appraisal of our successes and experiences gained and the difficulties encountered and the leeway that has still to be made. Therefore, I can only say that we on our side are more cognisant of our defects and deficiencies rather than of the achievements and successes that we have already attained. We know, probably no one knows better than we do, that the programme lacks in certain vital directions even at this moment. We are quite conscious that particularly in the sphere of cottage industries and co-operation, we have not been able to produce results that are desired of this movement. Therefore, we do not mince facts. We agree with the Members when they stress this aspect of our deficiencies.

Shri C. Bhatt (Broach): I want some concrete suggestions from the Minister; not these.....

Mr. Chairman: He will proceed in his own way. He has not yet finished.

Shri S. N. Mishra: I have just begun.

Shri C. Bhatt: We have heard enough of this in the party.

Mr. Chairman: That need not be referred to here.

Shri S. N. Mishra: We are also cognisant that in the initial stages of this movement, there was inadequate inter-departmental co-ordination. There might have been short-falls in the initial stages. It may also be that certain projects might be showing a very sorry tendency of petrifying into some kind of a humdrum routine, of slow governmental activity. It is also just possible that in many places, just as hon. Members have suggested, there is in evidence a large hierarchy of officials dominating the entire scene. More important than all these things, the greatest lacking might be in respect of the diffusion of the be-

nefits of this movement among the poorer sections of the population. In the background of these, we think that what has been done during the last 2 years would certainly show beyond the shadow of any doubt that many of these initial hurdles have been negotiated and we are well on the way to achieving the real objective of this movement. In the initial stage we did not get enough trained personnel. You know that it is one of the newest things, probably a completely new thing that we have. Therefore, we learn during the course of this movement from year to year. During the last two years, no doubt many of the old difficulties have been got over and things have been straightened out. Now you will find more satisfactory training arrangements. You will find more satisfactory training arrangements. You will find better inter-departmental co-ordination. In the same way, there have been introduced many good administrative changes which now provide for greater flexibility in administration, greater elasticity and expedition in execution. This should be a matter of common experience. I am not stating something which is completely arbitrarily subjective. During the course of the last 2 years, Members would have found that the initial difficulties that might have been there in the initial stages have been, to a great extent, got over.

The hon. Member was asking what is being done in regard to cottage industries and co-operation. I wanted to take up this subject rather later and attach greater importance to it, and deal with it at great length. But, lest he might lose his patience, I would say, that no one knows better than hon. Members of this House that we have launched upon 26 pilot projects for invigorating this sector of our economy. We want to gain by the experience of these 26 pilot projects which have been launched recently, about 2 or 3 months ago. That should give us encouragement to spread this work much further. Nevertheless, what I was going to say after having said that we have negotiated some of the initial hurdles, is that we are not living in a state of complacency. We do not claim that nothing remains to be done now. There are many gaps. There is no doubt that that constitutes a great challenge to us and a great challenge also to the hon. Members of this House who happen to be Members of the advisory committees about which I said they are expected to activate and inspire.

There are other tests also, particularly the tests which have been laid down by the Programme Evaluation Organisation. We do not claim that we are conforming to all these tests very adequately. This Organisation has laid down as one of the tests, has the villager generally been motivated with a desire for progress and new knowledge necessary to realise it. The second test is, has he become self-reliant, more capable of solving problems and does he have any new concept of his worth? The third is, has he learnt to act co-operatively through democratic village institutions.

And fourthly, has he achieved some betterment of life, of living, with all its social and moral connotations as well as economic relief? If one comes to apply all these tests, all these criteria, one would certainly be impressed with the magnitude of effort that would be required to be made to achieve them. One can only say that these are only in the nature of an objective which can be achieved over a period of time. Just as one expert said some time back—and he said it very aptly—obviously these questions are not going to be answered with a simple “yes” or “no”, nor are they going to be regarded achieved one fine morning, but they are going to be won gradually. I think these tests would require some time for adequate answers.

Shri K. C. Sodhia (Sagar): How many Plan periods would it require?

Shri S. N. Mishra: All these questions stress the real thing, and that was stressed by the hon. Mover of the resolution also, namely whether this movement is bringing the transformation in outlook, the cultural change that this movement is expected to bring about. According to the hon. Mover, the Community Development Programme, although in operation for a number of years, has not yet been able to fulfil the chief objective of bringing about a change on the cultural and moral side of life. According to him, further, there was no initiative and no eagerness on the part of rural people to improve their lot. I am a little surprised that he should have come to such a conclusion, although I am very glad he has stressed the vital aspect of this movement, that is the cultural aspect. If this aspect of the movement he in doubt, I would say that there is absolutely no justification for this movement. What would remain of this movement if this very vital aspect of it be in doubt? The success of this movement, I would emphasize does not lie in the

physical achievements, although they are important enough. It does not lie in all the stacks of statistics that may be thrown out in regard to the construction of roads, construction of school buildings, compost pits and things of that kind, but it really lies in the change that it is able to bring about in the minds and hearts of men, in the pattern of thoughts and conduct. And it would be indeed very appropriate to ask whether the patterns of thoughts and conduct are being changed in the rural areas, in the country side.

I would just cite a few instances, concrete instances, objective proofs in favour of my belief that this cultural change is being brought about. If I go on speaking in this strain many hon. Members would say that I am speaking in a certain subjective manner, although I have visited by now about eight or nine project areas in different States in the country and can claim to speak on the basis of my own experience in those areas. I have found in those areas—and please take it that it is no empty bit of declamation or rhetoric on my part to say so—that there is a new dynamism everywhere you go in the countryside where this movement has reached. The villages indeed have begun to hum, and recently when I was in a project area, one of the important public workers, whom I respect, told me that although there were only a pair of N.E.S. blocks in the whole district, they were making so much noise that they had no rest or respite during the course of the whole year. There is now a series of activities in those villages.

But we should not look upon this movement as a kind of package approach. It is indeed a process approach, not that something is being handed out to the people in a kind of package and you can catalogue all kinds of desirable things, but it is a sort of process, and whether that necessary, vital process is set in motion is the question.

I am going to place before the House some of the results of a study that has been recently carried out by a team of social scientists in regard to this cultural change in one of the villages in the Saharanpur District of Uttar Pradesh. The village is called Rankhandi. And there a team of social scientists representing all branches—anthropology, economics and other social sciences,—are now conducting a study of the group dynamics, leadership, faction, dialects,

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position of women in the village, functions of panchayats etc., and if the opinion of this team would not be considered objective, I do not know what would be the objective test for us to consider. About the cultural change I would submit that if we mean by cultural change a change in the outlook and beliefs of the people, a change in their economic and social relations, a change in knowledge and skills of the people and things of that kind, their studies bring out that changes are taking place under the impact of this movement in all vital sectors of the rural life. They have found that the village which was almost rent as under by rivalries and factions is now showing a wonderful tendency of co-operating for constructive works that are being undertaken under the Community Project programme. Similarly, they have found that in other co-operative forms of activity, they have co-operated their differences notwithstanding. Then they have also found that increasing educational facilities and other facilities have lessened the social distance and rigidity in the community. There has also been, what is more important, a break down of occupational rigidity and emergence of new occupations which require new knowledge, new skills, and you would be delighted to learn that some village *chamars* and weavers have now purchased sewing machines and have turned tailors. In this way, even the occupational rigidity is being broken and people are taking to new kinds of occupations which require new skills and new knowledge.

Further regarding the position of women, they have found to their great satisfaction that there has been a notable change in the position of women, and now many daughters are going to school where probably a few negligible number went before. And they have been impressed by other kinds of ways too in which progressive liberation of women is taking place. In the same way, in the sphere of youth's activities, they have found a good deal of enthusiasm and a new spirit.

I would not enumerate all the results of the study that has been carried out by this team of experts or that is still in progress. All the results have not yet come, their studies are incomplete, but what I was pointing out was that they clearly indicate that the pathetic contentment of the people has been broken, the first crust of stagnation has been broken

and the sap has begun to flow. This change in the culture of the people, in the attitude of the people has taken place. There can be no doubt about the fact of change in the mental make up of the people or the tempo of the change. These studies have clearly emphasized that.

Then, I would cite another example which a very good journalist only a few months back has made mention of in one of the papers. He found that there was a noticeable change in the attitude of the people towards saving. He visited the Sonepat community project area, and he came away with the impression that the people were now cutting down social waste, the waste that was occurring in connection with social ceremonies, functions and things of that kind. He said that the average expenditure by a villager on wedding has been halved in the Sonepat community project area. This shows the attitude of people towards saving; and this is going to be of immense significance so far as the development of our country is concerned. If people can be instilled with this idea of saving, and particularly of cutting down social waste, then I think we would not be in any great difficulty so far as the internal resources required for development are concerned.

The Mover of the resolution had said that this movement had failed to arouse the initiative and eagerness of the villagers in development work. I would not go into all that has been said by the Programme Evaluation Organisation, so far as this aspect is concerned. But the very preface of the last report submitted by that Organisation clearly stresses that this movement has stirred the minds of the people as nothing else has done heretofore; and they, for their part say that there has been a greater appreciation for organised action throughout, generally speaking. They are also of the opinion that age-long factions are crumbling before widening opportunities for constructive work.

With all these evidences produced by an independent and expert organisation like the Programme Evaluation Organisation, I find it a little difficult to believe the Mover when he says that there is no evidence of any eagerness on the part of the villager to contribute to the community development programme. One very important thing which hon. Members may be knowing, I am sure, is that whereas government expenditure in the community development program-

me has been about Rs. 30 crores, the contribution of the people has been not less than Rs. 18 crores. It is a fact which conclusively proves what a great amount of enthusiasm or eagerness has been shown by the people in the community development programme. I do not know whether hon. Members could suggest it for a moment that such a thing could have been possible but for a spontaneous and willing initiative on the part of the people.

I now come to another important aspect which was emphasised by hon. Members here, and that is in regard to the criticism that there has been absolutely no change so far as the outlook of the officials is concerned. So far as the building up of the human material is concerned, it is a long-term process. We also have not changed according to the needs of the present situation, and therefore we cannot expect them to change so soon; and there may be some leeway so far as the change on the part of the officers is concerned.

But I can cite an instance given by a veteran journalist who after having visited recently a number of community projects came to the conclusion that there was a remarkable change in the psychology of the officials. He said that they also have been infected with this process of change, that is to say, wherever the officials have come in contact with this process of change, they have indeed been infected with it.

Probably you would recall that one of the officials of a State Govt. had said recently that this process of involvement had considerably changed the minds of the officials. That particular official said that the government officials had thought that they were going to involve the people in this programme, but to their great amazement, they found that they had themselves got involved in it. So, he said that this was a wonderful process of involvement. It seemed that the vast and vital tide had overtaken everyone of them, and therefore, there was a great change in their outlook.

The instance which I am going to cite is that of a Rajasthan official whom this veteran journalist had recently contacted in the course of his tour. When this official was confronted with the suggestion that he might be redrafted to the Jaipur secretariat, do you know how he reacted? He showed almost a kind of hatred for going back to the penpushing job in the secretariat. That was

his spontaneous reaction. You can therefore realise how this programme has reacted on the minds and hearts of the officials also.

Shri N. M. Lingam (Coimbatore): Does it mean that the hon. Minister places a higher reliance on the evidence of a journalist rather than on that of several Members here?

Shri S. N. Mishra: No. I simply brought it to the notice of hon. Members.

Shri T. B. Vittal Rao. (Khammam): As a part of his argument.

Shri S. N. Mishra: After having said this about the cultural change, I shall now come to the physical achievements. The Mover had said that the physical achievements were just a drop in the ocean; they had only touched the fringe of the problem. As against our vast and uncovered needs, there is no doubt that that might well be so. But as against our effort and expenditure in this programme, I am in no doubt that the success has been fairly satisfactory. I would not go into the details of all the statistics relating to the achievements, but here again, just as I pointed to one or two instances in respect of the cultural change that has been brought about, I would point to some of the results of the scientific surveys that have been conducted.

The Mover had expressed his doubt about the success of the irrigation programme. I concede that more could have been done. But what has been done in respect of the irrigation programme is also not inconsiderable. I find that not less than 1.6 million acres of land have been brought under irrigation under this programme. And it is because of this irrigation programme, or the acceptance of new methods and techniques that we find that there has been an increase in agricultural production to the extent of about 15 to 20 per cent. This is what we find as a result of the surveys that have been conducted.

I would not like to go into all the details, but just as I was submitting earlier, I would draw your attention only to a few scientific surveys, such as what we call 'Bench Mark Surveys' and 'Acceptance of Practices Enquiries'. Some 'Bench Mark surveys' have been conducted already, and some are still in progress, and more results are yet to come. 'Acceptance of practice enquiries' are also being conducted. They ascertain in a

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scientific manner the nature and degree of change that is taking place in the social and economic spheres. They clearly establish that old moorings are being given up by the people, and they are now accepting new methods and techniques.

I would like to draw your attention particularly to the studies that have been conducted in regard to the Morsi project in Madhya Pradesh. The survey on this project has not been completed. But here we have a juxtaposition of the results under the 'Bench Mark Survey' and the 'Acceptance of Practices Enquiry', and we have come to certain reasonable conclusions. The enquiries conducted in regard to this project reveal that the proportion of cultivating households resorting to the use of improved seeds has gone up from 27.90 per cent in 1953 to 57.03 in 1954.

5 P.M.

Now, if here the hon. Member turns to ask me, 'Tell me whether you believe the bench mark survey more than us', I would certainly say, 'Please think coolly for a moment and do have greater belief in the surveys conducted so scientifically than in yourself'. I know the hon. Member, Shri N. M. Lingam, is in favour of the association of non-officials with the evaluation organisation.

Shri K. C. Sodhia: Are we to believe our eyes or the scientists?

Shri S. N. Mishra: Sometimes physical eyes are deceptive.

As regards Shri N. M. Lingam's opinion that non-officials should be associated with the evaluation organisation, I would very humbly submit that if the hon. Members want to explode the myth of omniscience attaching to officials, it is high time that they exploded the myth of omniscience attaching to themselves also.

Shri N. M. Lingam: We do not claim any omniscience.

Shri S. N. Mishra: The evaluation work is a kind of work which requires a certain amount of specialised knowledge, a certain amount of experience. It cannot be done by all of us. Therefore, when the Bench Mark Surveys or other surveys or inquiries made by the Programme Evaluation Organisation establish certain things, we should not say that since non-officials are not associated with the work of this kind, we would not have any belief in it.

You would recall that this Programme Evaluation Organisation is quite independent of the CPA; it does not come within the orbit of the CPA. Therefore, its opinion is quite objective and unbiassed. Their assessments produced in the programme evaluation reports bear testimony to the fact that they have absolutely no trace of any bias towards the CPA.

Shri Raghubir Sahai: Will the hon. Deputy-Minister tell us what are the qualifications that the members of this organisation possess?

Shri S. N. Mishra: I shall probably require notice to place before the House particulars of the qualifications of all the officials working under the Programme Evaluation Organisation. But I know that the head of the organisation who had recently retired was one of the most respected economists of the country; probably we might even claim that Prof. Karve is one of the eminent economists in the world, a very experienced and respected man.

I was proceeding to show the results of the inquiries made by the Bench Mark Survey. The use of improved seeds went up from 27.9 per cent to 57.03 per cent. In the same way, participation in works of collective benefit showed a significant improvement. While in 1953, 23.86 per cent of all households reported participation in such works, in 1954 the percentage went up to 31.67.

Mr. Chairman: The hon. Minister has taken much more time than indicated.

Shri S. N. Mishra: I shall finish within time.

Mr. Chairman: I would request him to take only four or five minutes more. Afterwards, the Mover of the Resolution will have to speak by way of reply.

Shri S. N. Mishra: Perhaps he would be pleased to part with some of his time for me.

Shri Raghubir Sahai: I will be very brief, taking only ten minutes. Let the Deputy-Minister proceed.

Mr. Chairman: Then he can take ten minutes.

Shri S. N. Mishra: One of the main points round which much of the discussion in the course of this debate has centred relates to the working of the Project Advisory Committees. It has been observed by some hon. Members that their working is far from satisfactory.

If it so, it is really a matter of concern because it is these Committees which are expected to ensure participation of the villagers in the planning and implementation of the community development programmes. So if these Committees are not fully active, live and useful, I think it would spell a kind of disaster to the whole movement.

Thakur Jugal Kishore Sinha: (Muzaffarpur-North West) : What percentage of the villagers are represented there?

Shri N. M. Lingam: Why don't Government accept the recommendation of the Programme Evaluation Organisation in this matter, that these bodies should be made statutory bodies?

Shri S. N. Mishra: Let the hon. Member wait for sometime.

We had referred this matter, because it was of great concern to us that these Committees were not functioning well, to the State Governments. They unanimously report that these Committees are functioning smoothly, that the non-official members are taking keen interest in the formulation and implementation of the programme and full advantage is being taken of the opinions expressed by them. They also say that the views of the non-official members are generally accepted and adopted and their contribution to the success of the movement is substantial.

Now, I would ask hon. Members to carefully study this. How is it that the State Governments which can also claim to be—in fact, they are—representative Governments, report in this way, that all these Committees are functioning smoothly? How is it that the opinion of hon. Members is at variance with the opinion of the State Governments? Nevertheless, I can assure the House that we will look into this matter further and try, as far as it lies in our power, to make these Committees fully active and useful.

Thakur Jugal Kishore Sinha: And effective also.

Shri S. N. Mishra: Now I shall analyse what are the major defects responsible for this kind of affairs.

Shri Raghubir Sahai: Does the hon. Deputy-Minister disagree with the conclusions arrived at by the evaluation organisation in this connection?

Shri S. N. Mishra: If these Committees have failed to stand up to the expectations, it may be due to many factors. One of them may be the composition of these Committees. As hon. Members know, the whole fraternity of legislators including those in the States also form no inconsiderable part of these Committees. I leave it to them to judge to what extent they are able to devote their time and energy to the functioning of these Committees. I do not put the entire blame on the shoulders of the hon. Members. It may be that with their increasing pre-occupations, they are not able to take part in the proceedings of the meetings of these Committees. Therefore, with the substantial increase in the magnitude of this programme and also with increasing pre-occupations of the hon. Members of this House as well as of the State legislatures, I think it is now time that we reviewed the composition of those Committees.

There might have been one other difficulty. . . .

Shri Nambiar (Mayuram): Disqualifying all of us? Please do not do that.

Shri S. N. Mishra: I do not for a moment suggest that hon. Members would give place to some others. They would of course be there. Let them not be in dread about it. But there are some other elements on these Committees. . . .

Shri Debeswar Sarmah: May I seek a clarification from the hon. Deputy-Minister. He has made a serious statement. . . .

Mr. Chairman: Unfortunately, it is not question hour. Let him develop his own argument. If I allow questions to be put now, he may not be able to finish. There are only three or four minutes left and I do not wish that he should be interrupted.

Shri Debeswar Sarmah: I address the Chair.

Mr. Chairman: I am not taking objection to that. But the point is that I do not want to allow any questions at this stage.

Shri Debeswar Sarmah: I appreciate what you say. But kindly listen to what I have to say. The hon. Deputy-Minister is making a statement with which he cannot be allowed to get away so easily. . . .

Mr. Chalmers: Order, order. It is still more objectionable to interfere at this stage. If there was a question, I might have allowed it. But to say that the hon. Minister is saying something which is not right and which is not borne out by facts is something which cannot be allowed at this stage.

There are other remedies open to the hon. Member if he thinks that the hon. Minister is not proceeding in the right way and not giving right information. The hon. Member can study the rules. If the hon. Minister is not giving the right information, there are ways in which the Minister can be asked to give that information or some other remedies can be sought under the rules.

Shri S. N. Mishra: Another aspect of the problem to which I should like to refer is about the composition of these committees. In the initial stages it was not considered ripe that panchayats and co-operatives should elect their representatives on these committees. Therefore, the Collectors were authorised to nominate persons on these committees. Now we are inclined to believe that the time has come to introduce an elective element in these committees.

[MR. DEPUTY-SPEAKER in the Chair]

So we have suggested to the State Governments that the panchayats should be asked to send their representatives to these committees, and wherever the panchayats do not exist, *ad hoc* bodies like *Vikas Mandals* should be asked to send their representatives.

Regarding attendance of hon. Members of this House or the State Legislatures, it has been suggested to the State Governments that their attendance should be made optional. That is, if they find it difficult because of other preoccupations, then their attendance may be made optional.

Then, another point was made by one of the hon. Members that reasonable facilities are not being given (*Interruption*) to the non-official members of these committees to enable them to attend these meetings and discharge their business properly. It is quite necessary that the members should be provided with reasonable facilities including some out-of-pocket allowances and facilities of accommodation. Therefore, we have asked the State Governments to take necessary steps in this direction. In

fact, some of the State Governments like Madras, Andhra and West Bengal have sanctioned the grant of T.A. and D.A. to the members of these committees and the other State Governments, if they are lacking, may also take similar steps.

Another complaint in respect of the functioning of these committees is that members do not get sufficient advance notice so far as the meetings of these bodies are concerned. It is indeed surprising that it should be so and we have asked again in this respect that members should be given sufficient advance notice.

One point about the chairman has also been a matter of some controversy. Members seem to be thinking that the chairmanship of the District Magistrate is standing in the way of the proper functioning of these committees. The District Magistrate at the moment, I would be inclined to believe, is overburdened with administrative duties. It may be that he is not able to give sufficient time and attention to the development work in the district. But I would like the hon. Members to analyse the circumstances which have worked to the chairmanship of the District Magistrate of these committees. It is not our suggestion that there are not able and experienced non-officials who can act as chairman of these committees. There are and they can be available. But what are the circumstances which have led to the chairmanship of the District Magistrate? There is the problem of inter-departmental co-ordination. The question is whether this inter-departmental co-ordination at a sufficiently responsible level could be brought about by the chairmanship of a non-official. Then there is also the question of continuity—whether this continuity could be maintained by a non-official. So far as the elasticity in execution or getting expeditious sanction goes, this is always required of a District Magistrate in administrative and financial matters. It would be useful to have a non-official chairman, but these are the circumstances which stand in the way and it is not that we do not think that any non-official cannot act as a chairman of this committee.

About the Programme Evaluation Organisation, hon. Members have said that the Organisation has made certain recommendations but we have not taken them into account. The Programme

Evaluation Organisation has emphasised the role of the District Magistrate as the role of the principle development officer in the district.

An Hon. Member: He should be made Secretary....

Mr. Deputy-Speaker: Hon. Members have made their suggestions. Let us hear the Deputy-Minister now.

Shri S. N. Mishra: The remedy does not lie in the denouncement of the District Magistrate, but it lies in strengthening his role as the principal development officer, it lies in increasing his staff which may enable him to delegate some of his revenue and administrative functions and primarily devote himself to developmental activities. In fact, in this respect, the Community Project Administration has already taken some steps and has asked the State Governments to relieve the District Magistrates of some of the administrative and revenue functions so that they can engage themselves more actively in the community development programmes.

About the training programme I would like to say a few words.

Mr. Deputy-Speaker: How long more will he take?

Shri S. N. Mishra: Only three or four minutes.

Mr. Deputy-Speaker: Therefore, the House will have to sit for about five minutes more today.

Shri S. N. Mishra: About the training programme also certain doubts were raised and hon. Members thought that no properly and adequately trained personnel were manning the community development programme. There is no doubt that the programme can succeed if we have carefully selected and suitably trained personnel to man the entire programme. Naturally we are very particular about this and we have made it a condition precedent to the allotment of the blocks that there must be adequately trained personnel for the purpose. Without adequately trained personnel we never agree to the allotment of any block. But notwithstanding that, we have taken certain steps recently, and an expert committee has been constituted which is expected to submit its report after three or four months. I would submit that we are taking all possible care to see that proper selection is made. So far as the village level workers and social education organisers are concern-

ed, there is a pre-selection test always, and even during the period of training, those persons who do not come up to the mark are weeded out. Notwithstanding that, recently a committee has been appointed to suggest further improvement by going into the entire matter.

The role of the panchayats and the integration of the local bodies with the community development programme has also been rightly emphasised by hon. Members. I would like to say a few words in this connection also. I am glad that this institutional aspect is so much in the minds of hon. Members because without the necessary instruments, methods and institutions we cannot enable the people to take part in this programme or to continue the work in future. Therefore, we have been laying a good deal of stress on the formation of the panchayats and co-operatives and also on the proper role of the local bodies in this programme. But one difficulty in regard to the integration of the local bodies is that the local bodies themselves at all levels do not seem to be properly organised or effective at the moment.

There are different layers of local bodies right from the panchayats up to the district level. How should they be integrated at each level? These are all points for consideration and certain experiments are being conducted by certain States and I think they would produce good results for us to proceed with. So far as the panchayats are concerned, the House would be glad to learn that every village panchayat has now been authorised to plan and execute works up to Rs. 2,000. These are ways in which we are trying to strengthen the local bodies to enable them to play an effective part in the community development programme.

I would now come to the operative part of this resolution. It speaks about the formation of a committee or committees to go into the working of the entire community development programme. In view of what I have said, I do not know how this is necessary. I am sure the hon. Member who has moved this Resolution has done so in the interest of this programme and he very sincerely wants to promote the welfare of the people in these areas. My submission is that those very objectives are being served at the moment. There is the Programme Evaluation Organisation, an independent and expert body. It has been bringing out objective reports from

[Shri S. N. Mishra]

time to time. Its purpose is to make a systematic and recurring evaluation of the methods and results of the programme and to keep all concerned appraised currently of the progress made. Its functions also include explaining why certain methods are being accepted by the people and why others are rejected. If you go into its functions, you will hardly find any point that has not come within the purview of that organisation and which would require to be tackled by the kind of committee suggested by the hon. Mover. All these objectives are being remarkably served by that organisation. You know, Sir, pretty well that every endeavour is being made to get this House posted with the progress made and the experience gained in this programme. We place in the Library quarterly reports on behalf of the Community Project Administration, which show the contribution of the people, Govt. expenditure incurred on the programme and the success achieved. The progress reports submitted by the Planning Commission are discussed here from time to time. We have got a Consultative Committee of which Members of Parliament are members and it keeps in touch with the Planning Commission in regard to the whole gamut of planning including this programme. There is enough opportunity for the hon. Members to appraise themselves of all the developments taking place in this sphere. There is hardly any point on which information is not available at the moment. On each and every point that has been stressed in this Resolution, there is information available at the moment.

There is also another important point about the composition of the committee which he has suggested. His idea seems to be that there should be Members of Parliament associated with these committees. But since the executive responsibility rests with the State Governments, it may be suggested that the members of the local legislature should be associated if some such committee is constituted.*

Shri N. M. Lingam: The Members are suggested because they are members of the advisory committee; it is not in their capacity as Members of Parliament. Have the others also. You reject the first-hand experience of Members here; that is tragic.

Shri S. N. Mishra: In view of what I have submitted,—I would not take any more time—I hope the hon. Mover of the Resolution would not consider it

necessary to press his resolution.

Shri Raghubir Sahai: Sir, you will excuse me; I am not in a position to say that I have been satisfied with all that has been said by the Deputy Minister. But I am really satisfied with the way in which the discussion has proceeded in this House on this important Resolution. As many as fourteen Members, besides the Deputy Minister, have taken part in this discussion and that shows the importance they attach to this matter. There is no doubt about it. There was commonness of objective between the Government and the Members inasmuch as all wanted that these projects should be made a success. About how it should be done, there could be a difference between the Government and the hon. Members, in their respective points of view. I am really grateful to the hon. Deputy Minister that he has taken all the criticisms in a sportsmanlike spirit.

After this Resolution was moved in this House on the 9th of December, I myself felt a slight change in the atmosphere of the working in the community projects. What it is due to, I may not be able to gauge. We dispersed on the 23rd December and towards the end of December or in the beginning of January, a seminar was held at Indore. I was personally not present there but the District Magistrate Budaun who had gone there told me at the District Planning Committee—about its working I have not spread any criticism—that in that seminar they came to the conclusion that henceforward, mere paper work would not do. They must create more zeal among the village people, they also thought that till then it was not the people's work but Government-sponsored work. I think it is the right approach and if the hon. Deputy Minister has really understood our criticism, he should also arrive at the right conclusion. We wanted this approach to be introduced in the minds of those who administer the projects.

From the trend of the debate it must have been quite clear to the hon. Deputy Minister that there are many projects and many blocks in the country which have not come up to the mark. I may specially mention my own project—Usawan project. I could claim that I should be one of the best observers of the work done there. Its term is going to expire in September 1956 although the work has not come up to the mark. In the case of these projects which were started in 1952, you have been good enough

to extend their period by one year. In the light of the criticisms that had been levelled and the views expressed here and also having regard to the fact that so many projects were not working properly and satisfactorily, I submit that these should be given a further extension.

It is very good of the hon. Prime Minister that he should have come at the fag end of this discussion. I can very well sum up my remarks by reading to this House the very valuable and instructive observations which the hon. Prime Minister was pleased to make at the inaugural address given by him to the Development Commissioners' Conference of Community Projects on the 7th May 1952. He said :

"But whether we feel that why or some other way, it seems to me quite obvious that if this tremendous task of building up a new India is undertaken, it will have to be undertaken with something more than with books and statistics papers and directions, and planning and organisation that we may put into it. It will have to be taken with something fiery about it, with that spirit which moves a nation to high endeavour."

If there is any thing clear from this debate it must have been clear to the hon. Deputy Minister that that 'something fiery' is lacking in the working of these community projects. I would simply request the Government to revise their notions about the working of these community projects. I do not want to create any embarrassment for the Government but I do wish that all the criticism which have been uttered here with the best of motives are regarded with the utmost possible consideration.

As I said, I do not want to embarrass the Government and therefore I would beg leave of the House to withdraw my Resolution. I would also request my friends who have moved amendments to my Resolution to withdraw their amendments.

Mr. Deputy-Speaker: I hope the hon. Members have leave of the House to withdraw their amendments.

The amendments were, by leave, withdrawn.

Mr. Deputy-Speaker: No, has the hon. Mover of the Resolution leave of the House to withdraw his Resolution?

The Resolution was, by leave, withdrawn.

RESOLUTION RE. FIXING A TARGET DATE FOR PROHIBITION

Mr. Deputy-Speaker: Shri C. R. Narasimhan :

Shri. T. B. Vittal Rao (Khammam): Sir, it is already 5-30 P.M. I do not mind the Resolution being moved by Shri C. R. Narasimhan. But, this is a Private Members' Day and it will create a bad precedent if you allow extra time. That is what I think.

Mr. Deputy-Speaker: I was here when we started the Private Members' Business. It was not exactly at 3 P.M. that we started but it was some minutes past 3, and I have already said that I will extend the time by five minutes more.

Shri C. R. Narasimhan (Krishnagiri): I beg to move :

"This House is of opinion that Prohibition should be regarded as an integral part of the Second Five Year Plan and recommends that a target date be fixed by the Planning Commission for completing nation-wide Prohibition."

Sir, I move this Resolution under the firm belief that the surest foundation for a Welfare State is a sober and healthy people.

Mr. Deputy-Speaker: The hon. Member may continue his speech on the next day.

5-33 P.M.

The Lok Sabha then adjourned till Eleven of the Clock on Saturday the 3rd March, 1956.

DAILY DIGEST

1455

1456

[Friday, 2nd March, 1956]

	COLUMNS		COLUMNS
PAPER LAID ON THE TABLE	1341-42	BILL UNDER CONSIDERATION	1343-1402
A copy of the Manipur Foodgrains (Movement) Control Order, 1956, published in the Ministry of Food and Agriculture Notification No. F. 204(1)/56-PY-II, dated the 21st February, 1956, was laid on the Table under sub-section (6) of section 3 of the Essential Commodities Act, 1955.		Life Insurance (Emergency Provision) Bill was further considered. The discussion was not concluded.	
MESSAGES FROM RAJYA SABHA.	1342	REPORT OF COMMITTEE ON PRIVATE MEMBERS' BILLS AND RESOLUTIONS ADOPTED	1402-03
Secretary reported the following two messages from Rajya Sabha :		Forty-fifth Report was adopted.	
(1) that Rajya Sabha, at its sitting held on the 28th February, 1956, had agreed without any amendment to the Representation of the People (Amendment) Bill, 1956, passed by the Lok Sabha on the 18th February, 1956; and		PRIVATE MEMBERS' RESOLUTION WITHDRAWN	1403-54
(2) that Rajya Sabha, at its sitting held on the 28th February, 1956, had agreed to the amendments made by the Lok Sabha on the 18th February, 1956, in the Bar Councils (Validation of State Laws) Bill, 1955.		Further discussion on the Resolution moved by Shri Raghubir Sahai <i>re:</i> the Appointment of a Committee to examine the Community Projects and National Extension Service Schemes, and the amendments thereto was continued. The amendments and the Resolution were withdrawn by leave of the House.	
BILL PASSED	1343	PRIVATE MEMBERS' RESOLUTION UNDER DISCUSSION	1454
Appropriation Bill was considered and passed.		Shri C. R. Narasimhan moved the Resolution <i>re:</i> fixing a target date for prohibition. The discussion was not concluded.	
GIPN—14 Lok Sabha—27-12-56—840		AGENDA FOR SATURDAY, 3RD MARCH, 1956—	
		Further consideration and passing of the Life Insurance (Emergency Provisions) Bill.	